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A report of a study conducted for the Chicago Public School System on the feasibility of the cultural-educational park answering the educational needs of the community. The concept is defined and its historical development traced, its advantages, disadvantages and evaluative criteria are noted, and finally, specific recommendations are made. A bibliography of resource materials on educational parks is included. (FPO)

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A FEASIBILITY STUDY OF THE CULTURAL-EDUCATIONAL PARK FOR CHICAGO

EDUCATIONAL PLANNING STUDY NO.1
MICHIGAN STATE UNIVERSITY
FEBRUARY.1968

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A FEASIBILITY STUDY OF THE "CULTURAL-EDUCATIONAL PARK" FOR CHICAGO

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February, 1968

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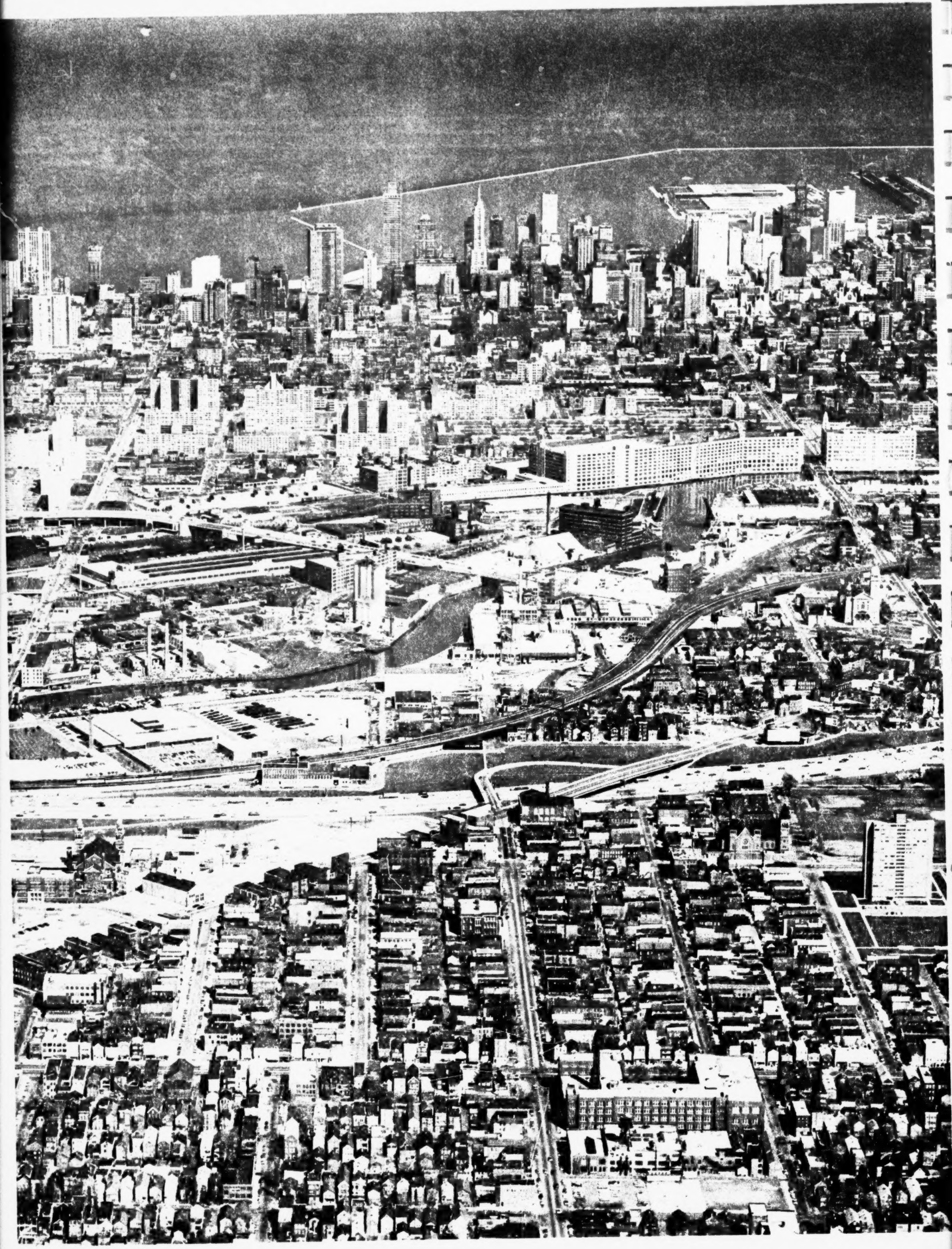

MICHIGAN STATE UNIVERSITY EAST LANSING · MICHIGAN 48823

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ERICKSON HALL

February 29, 1968

LETTER OF TRANSMITTAL

TO THE BOARD OF EDUCATION OF THE CITY OF CHICAGO:

At your request we have completed this study of the Cultural-Educational Park and its implications to the school-city of Chicago. This study is our first report on a series of studies directed at the long range educational needs of Chicago:

Staff Study Number	Title	Completion Date	Comment
1.	A Review of Immediate Educational Facility Needs	December '67	Completed
2.	The Cultural-Educational Park A Feasibility Study	January '68	Published Report Completed
3.	A Recommended Long-Range Educational Facility Plan	June '68	Published Report in Progress
4.	Recommended Guidelines for Continuous Planning	December '68	Published Report
5.	Detailed Area Studies	Varies	Published Report
6.	Annual Educational Planning Audit	January '70	Published Report

The Cultural-Educational Park with its multiplicity of facilities and activities, drawing an expanded number of citizens to its multi-site, and providing needed educational, cultural, recreational, and social services is an undertaking of vast investments of effort, time, and finance. As such, the implications of such a complex to other educational, municipal, and cultural agencies must be carefully considered.

We believe that this report will enable the Board of Education to rationally and effectively plan and implement such an undertaking.

We wish to express our appreciation for the excellent assistance we have received from the Board of Education, the General Superintendent of Schools, the administrative and teaching staff, the Chicago City Planning Commission, the non-public schools and various civic groups, municipal agencies, private citizens, and nationally recognized consultants. Mr. William Brubaker, Architect, was especially helpful to the consulting team in our planning and the development of visuals expressing our plans and ideas.

We should like to caution against the misuse of any study. Educational planning and improvement is a continuing process -- a process which must take place prior to, during, and following this intensive study. The final chapter in the evolution of the "Cultural-Educational Park" concept has not yet been written. Each year should witness review, updating, and, when necessary, a major revision of this study.

This study is submitted to the Board of Education with the sincere hope that it will provide a useful guide to assist in solving the complex educational problems facing the Chicago schools during the next decades.

Dr. Donald J. Leu, Project Director

Dr. I. Carl Candoli, Associate Director

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A large number of individuals have given generously of their time, knowledge, and planning skills to aid the project directors in the completion of this report. None of these experts have been asked to approve or endorse the enclosed recommendations.

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PART A

THE CULTURAL-EDUCATIONAL PARK CONCEPT

Traditional Definition of Educational Parks - - -

The Cultural-Educational Park has meant many differing things to various groups. In fact, large high schools or combined elementary schools have been inaccurately labeled "Educational Parks." A common definition of the Cultural-Educational Park is as follows:

> A clustering on one site of large groups of students of wide age differences and varying socio-economic-ethnic and religious backgrounds.

Historical Development - - -

> "School buildings are almost as old as civilization. A cave and the surrounding terrain probably served as the first one-room schoolhouse when father taught son the techniques of survival and food procurement and mother instructed daughter in the homemaking techniques of that era. The curriculum in those days featured 'basic education,' and the schoolhouse-cave was selected for this purpose. Over the years, the schoolhouse was modernized to serve its expanding curriculum. However, log cabins, sod huts, and other inadequate one-room schools were being used here in America up to and including the twentieth century. In fact, a surprising number of one-room schools, featuring pot-bellied stoves, leaking roofs, and outdoor plumbing and water supply are still in use in parts of our nation. Dramatic changes in our society have rendered obsolete these older schoolhouses ...."
>
> ...."Yet, recent trends in schoolhouse design are attempting to retain and recapture some of the unique advantages of these archaic schools of a bygone era. Close and personal contact between teacher and child, individualized instruction, 'little-schools', and independent study are, for example, concepts being adapted to today's larger and more comprehensive schools."[1]

The early one-room school is, perhaps, America's first Cultural-Educational Park. Large numbers of students (for that period in time) traveled or were transported long distances to one site and attended school with children of differing age groups. Past changes in society made necessary the development of this radical concept.

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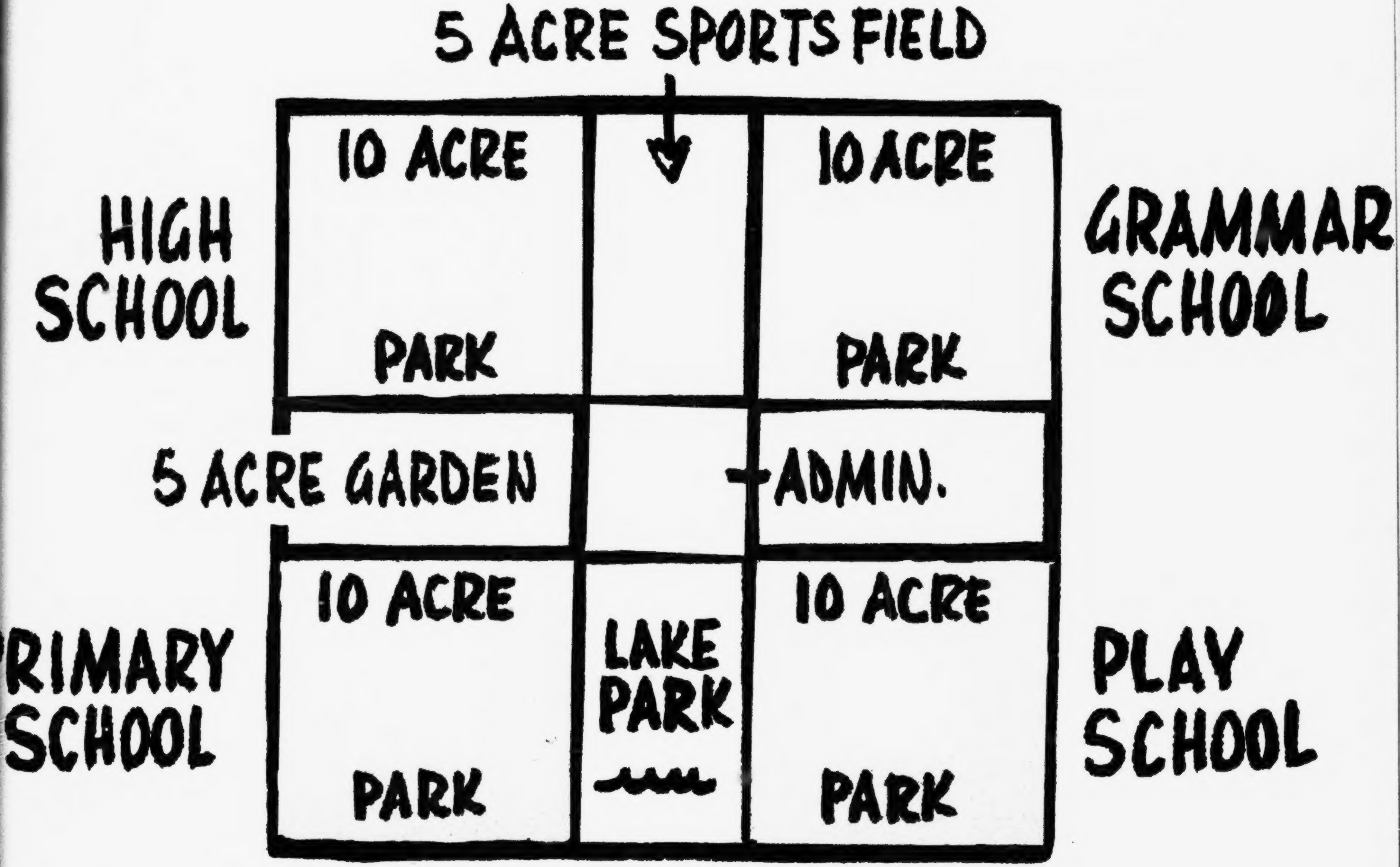
[1] Leu, Donald J. Planning Educational Facilities. (New York: The Center for Applied Research in Education, 1965)

A century later society industrialized and consequently invented the "reorganized" school district. One-room schools were closed and students transported longer distances to a consolidated school (kindergarten to grade twelve) frequently located on a single site. This new educational invention mixed rural and urban children, youth and parents. The mix was good.

Well over a half century ago, today's version of the Cultural-Educational Park was first conceived. In 1894, Preston Search, Superintendent of Schools for Los Angeles, developed a "school park" plan for his city. The Los Angeles plan of 1894 comprised a park of 200 acres enrolling the total school population in five separate school buildings along with connecting gardens, sport fields, and park. This Los Angeles School-Park was not implemented but was the forerunner of today's metropolitan Cultural-Educational Parks. (Plate 1)

Existing Educational Parks - - -

There are few "educational parks" in actual operation throughout the United States. A larger number are being planned and developed. For example, Detroit, Michigan built several large educational complexes (grades K-12) on one site during the depression years. The primary rationale for these early "parks" was to save money on land acquisition and heating costs. New Orleans, Louisiana has had a large educational park in operation for several years. The park is located on the perimeter of the city. It was planned and constructed quickly and cheaply and operates as a largely all Negro school, housing grades K-12. The park is presently being physically separated into elementary and secondary schools.


5 ACRE SPORTS FIELD
10 ACRE
10 ACRE
HIGH SCHOOL
GRAMMAR SCHOOL
PARK
PARK
5 ACRE GARDEN
ADMIN.
10 ACRE
10 ACRE
RIMARY SCHOOL
LAKE PARK
PLAY SCHOOL
PARK
PARK

LOS ANGELES EDUCATION PARK

PLATE I

The Baldwinsville Central School District, in New York State, has 3400 pupils in grades kindergarten through 12 on a site of over 100 acres. All of the district's secondary school students are located on this site along with one elementary school serving one section of the school district. Shenendehowa Central District, Elnora, New York has constructed educational facilities for 2000 pupils (grades K-12) on a site of over 200 acres. The school system is currently planning a 2200 pupil senior high school to be located on the "park" site.

Fort Lauderdale, Florida currently enrolls students in an elementary school, a junior-senior high school, a junior college, a private graduate university and a regional media center on its "Nova" complex. Eventually there will be kindergarten children to post doctoral students attending school at the same complex. The site, which was a former military base, is located within a rapidly growing rural suburban setting.

Acton, Massachusetts has an educational park in operation. The park houses all public school children of Acton and shares junior high school and high school facilities with the neighboring community of Boxboro. Three obsolete neighborhood schools were abandoned with students attending one of four schools located on the central site. At present the park-site encompasses a primary school (grades 1-2), a middle school (4-6), a junior high (7-8), and a high school of approximately 1000 students. It hopes to add kindergarten and junior college facilities to the park.

Evanston, Illinois, an adjoining neighbor to Chicago, divides approximately 5000 secondary students into four semi-autonomous units on one campus. Some common facilities are shared. The Evanston plan has been in successful operation for a number of years. It should be noted that Evanston invests approximately twice as many dollars per pupil as Chicago under existing fiscal support plans.

Emerging Cultural-Educational Centers - - -

A large number of metropolitan, suburban and rural school districts are currently considering and/or developing Educational Parks. Baltimore, New York City, and Philadelphia, for example, have conducted major studies exploring the feasibility of Educational Parks for their cities. "In Philadelphia, three of the prototype designs have been incorporated into the city's capital building program for the next six years. In New York City, a special unit in the City Planning Commission, working with state, federal, and private funds, is developing the 'linear city' in cooperation with the Board of Education. This 'linear city' includes an imaginative educational park. In Baltimore, the park proposal is now being reviewed intensively by the Board of Education, the City Planning Commission, and other local and state agencies."[1]

Syracuse, New York has adopted and is developing four "Elementary School Parks" located around the perimeter of the city. The existing old and obsolete elementary schools will be phased out and replaced with large educational complexes which will stress internal decentralization, quality education, and desegregation of diverse socio-economic groups. Most students will be bused out to the educational parks.

East Orange, New Jersey is a high population density city of 3.9 square miles within the metropolitan New York area.[2] East Orange has a total population of approximately 80,000. The East Orange "Educational Plaza" is planned to be developed in phases. A "stop and check" process is built into each phase of the total plan. The tentative components of the East Orange plan are as follows:

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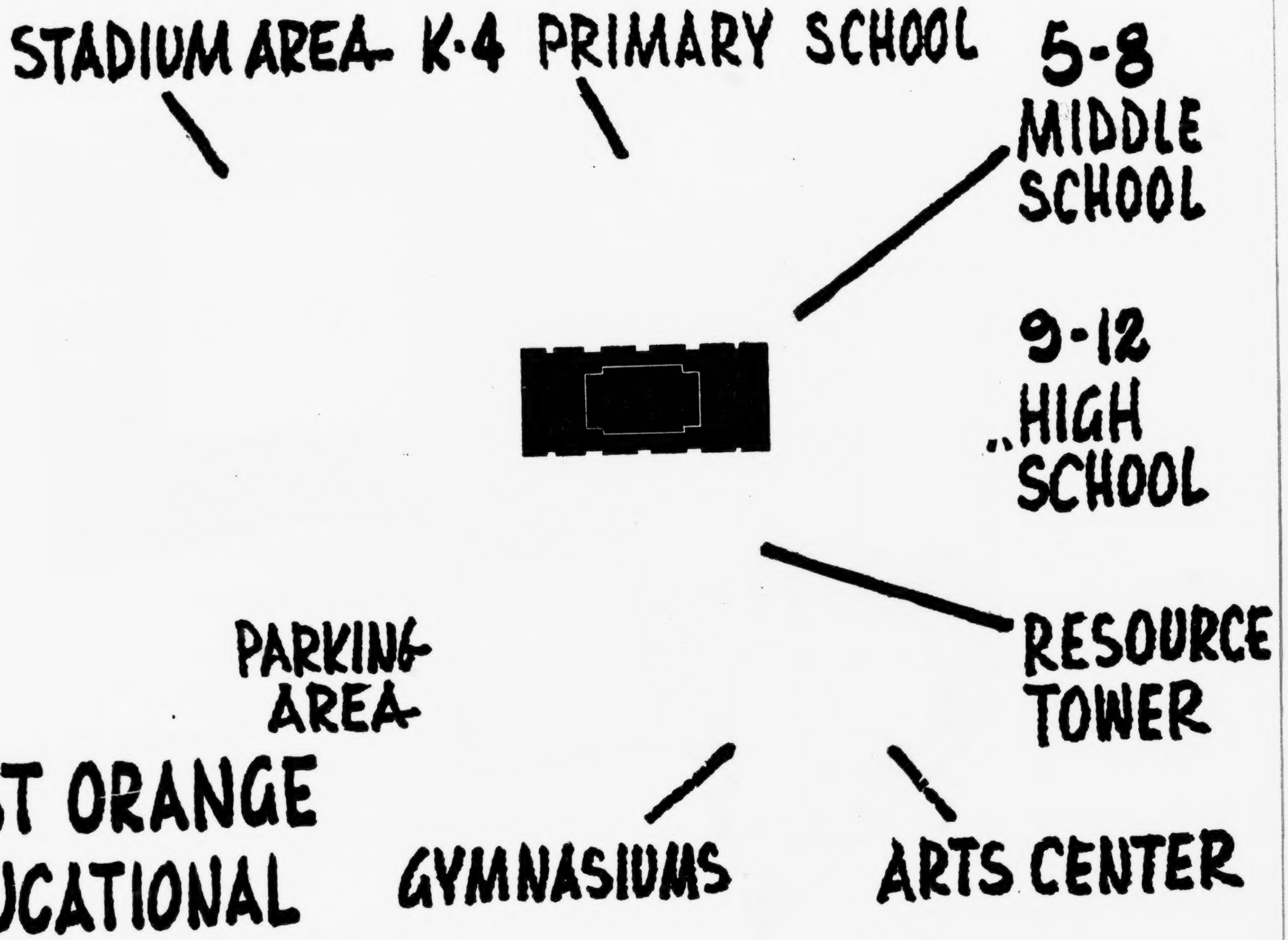
[1] Corde Corporation, A Report on the Educational Park. Wilton, Connecticut: The Corporation, 1967, p.101.

[2] East Orange Board of Education. The East Orange Educational Plaza: East Orange, New Jersey: The Board, 1964, 12 pp

1. Middle School - To be occupied at first by grades 7 and 8 with grades 6 and 5 being added in succeeding years.
2. A Resource Tower - To be added at any stage and to include a curriculum center, a junior college, and central offices.
3. A High School - Grades 9 to 12.
4. A Primary School - Grades K to 4. To be constructed only after intensive study and the proven successful operation of Phases 1 and 3.
5. Gymnasiums and Lively Arts Center - Designed to augment and supplement the programs of all schools and to provide recreational and cultural community services not now available.
6. The Stadium Area - Will provide additional all-weather play space.
7. Parking Area - Provide adequate parking space for all Plaza activities.

Another emerging approach to the Educational Park is the Grand Rapids, Michigan concept which utilizes an expansion of an existing community college site, staff, and program to service the entire public and parochial school systems. In Grand Rapids, the high school students will be involved on a regularly scheduled basis for a portion of their high school activities. Technical and vocational programs, advanced placement curricula, cultural and recreational activities would be a part of the regular offerings of the park. Elementary and middle school students would be scheduled into the park on a "special project" or cultural enrichment basis. Non-pupil school adherents are also included in the planning and will be offered educational programs at the park. The tools of coordinated planning (School-City) and urban renewal are utilized to achieve city and educational goals. The


STADIUM AREA
K-4 PRIMARY SCHOOL
5-8 MIDDLE SCHOOL
9-12 HIGH SCHOOL
RESOURCE TOWER
PARKING AREA
GYMNASIUMS
ARTS CENTER

AST ORANGE
DUCATIONAL
PARK

PLATE II

cultural-educational park as postulated for Grand Rapids is an attempt to partially solve the problems of racial imbalance while at the same time expanding curriculum opportunities for all students in the city. In addition, the plan provides for the expansion and consolidation of the city's major cultural facilities at the park complex.

Pittsburgh is engaged in the implementation of their "Education Centers" plan. The plan calls for the construction of five large Education Centers linked to middle schools. These "Great High Schools" would replace existing obsolete secondary schools. The new facilities, together with usable existing facilities would result in a new school organization: K-4, 4, 4. The plan provides for racial integration in all secondary schools. Each Great High School would offer a comprehensive program with a full range of courses. None would be limited to a specialized academic or vocational concentration. Provision is being made to serve a substantial number of non-public students in these new educational complexes.

The five Great High Schools will be constructed adjacent to existing and proposed transportation arteries. Each complex will be decentralized into individual "houses" of 300 with a resident counselor. Ten base units of 30 students will form each house. The school will reach into communities and neighborhoods for programs, services and community facilities.

In summary, the "Educational Park" is not a new idea. There are wide variations in definition and development of the concept. There are few "parks" in actual use today. A large number of educational systems are studying and developing plans for Educational-Cultural Centers. Each plan is uniquely different from other plans. The Chicago plan needs to develop from the unique needs, problems, and existing educational and cultural facilities of Chicago.

PART B

ANALYSIS OF THE CULTURAL-EDUCATIONAL PARK CONCEPT

A Position Statement - - -

One major reason for considering the educational park concept in the large urban areas of our country is the "parks" potential for providing quality education and integrative experiences for a diverse racial, ethnic, religious, and social class population by concentrating a multitude of services and opportunities in one educational center. There are those who say that the traditional neighborhood school, as we have developed it over the century, is now obsolete and that educational parks are one of the tools by which we can cure some of the ills that are inherent in neighborhood segregated types of experiences. There are others, of course, who say that the neighborhood community service school is important to the fabric of our society and should remain. It has been our experience in studying various urban centers, that most existing neighborhood schools tend to reflect the deterioration of a particular area and do little to "link" the school with its neighborhood.

If we believe that one of the prime purposes of education is to provide quality education for all participants; if we believe that our system of democracy, which recognizes the diversity of our nation, cannot succeed unless means are found to provide successful educational experiences for all; if we believe that segregation is deteriorating and dangerous to the fabric of our democratic society, then we must do everything within our means to encourage cooperative participation by all segments of our society. The consultants believe that the cultural-educational park is one of the educational tools that may be employed to build a quality educational system and which helps to reverse the existing trend towards increased segregation within our large city school systems and metropolitan areas.

Advantages and Disadvantages of the Educational Park - - -

In order to evaluate the cultural-educational park, the consultants have developed a listing of the claimed advantages and disadvantages inherent in such a potential of the cultural-educational park for Chicago.

Advantages of the Cultural-Educational Park:

1. It would bring together children from a much wider range of economic, social, religious, and cultural backgrounds, hence tending to overcome the narrowing influences of the severely stratified neighborhoods.
2. It provides the status attraction of a quality educational institution assisting in stabilizing communities and reducing the outmigration (from city to suburbs) of middle income families.
3. The parks potential to serve as an initial "thrust" in major renewal or conservation of an area of the city. (the recyling" of the city.)
4. It would retain the element of commonness to our free, common, public schools by providing more children a more widely common set of experiences that in turn lead to better communication within the total community.
5. It would "spotlight" the school as an object of community pride and respect.
6. There would be increased possibility that such a concentration of children might make easier the operation by religious bodies of released time or shared-time programs.

7. It would reduce the inequalities of facilities, staff, and program that are inevitably characteristic of neighborhood schools.
8. It would make easier the grouping and re-grouping of children on the basis of desired educational objectives.
9. It would give increased opportunities for an articulated and coordinated curriculum.
10. It would present unique possibilities for increased flexibility in school organization: K-4, 5-8, 9-12; K-3, 3-6, 9-12; K-6, etc.
11. It would carry the advantages commonly attributed to size -- specialized services and facilities -- that could only be justified by the utilization possible for large numbers.
12. It would bring together at least the sum of the richness of staff and service available to the individual schools it consolidates; and it should attract innovative new teachers to the system.
13. It would quickly increase the productive time available to certain specialists who now spend considerable time in travel between schools.
14. It would make possible groupings and re-groupings of staff for a variety of purposes and considerations. Physical proximity and shared interests would encourage individuals to cross more traditional associational boundaries. A high school French teacher might share travel enthusiasms with the primary school teacher as well as her major areas of interest.

15. It would give unique opportunity for planning a total environment to support and enable the best education we know how to provide -- the total educational needs of a large range of children.
16. In large cities it would offer a golden opportunity for decentralization of planning and decision making. It would be largely self-contained.
17. There would be real possibilities of economy in many supporting services -- food preparation and handling, supplies and equipment provisions and many other operating and maintenance activities. The greater use factor would justify mechanical and electronic devices of many kinds.
18. It would provide opportunities for more coordinated planning with the City Planning Department, Urban Renewal, transit systems, city parks, libraries, museums, unions, community organizations, higher education institutions, etc.
19. Finally, there would be the great contribution that is always made when we start fresh. Once we break the existing mold, we free ourselves from the burden of tradition. We discover the limitations we have previously worked under are no longer valid and we are forced to re-examine all of our existing assumptions, principles, and practices.

While we have not said much about economy, the most efficient mustering and use of resources to accomplish the desired ends would certainly be in the best interest of the school district. Cost estimates indicate that although the cultural-educational park will not be inexpensive, the potential for greatest return on investment of the educational dollar is inherent in the concept.

Disadvantages of the Cultural-Educational Park:

1. The loss of the school to a neighborhood and the schools impact on residential attractiveness.
2. It removes the teachers from the neighborhood, thus reducing the opportunity for them to know and understand the child's environment and his particular family circumstances.
3. It would turn its back on the chance for neighborhood schools to be focuses of community activities and municipal and voluntary agency services.
4. It would cause fears of alienation of children from their homes and neighborhoods.
5. It would greatly reduce the accessibility of the school to concerned parents and the natural home-school conferences and cooperation.
6. It would vastly increase the problems of transportation -- problems to children, problems of cost, of over-utilized streets and transit facilities.
7. It may be too early to mingle little children with limited ability to travel long distances and to cope with large numbers and huge complex organizations.
8. It would run all the risks of bureaucracy. Any large organization necessarily demands rules and procedures. Whether these are democratically derived or autocratically decreed is irrelevant -- they exist.

9. It would make one more place of vastness in the lives of people already overwhelmed by endless enclosures, and defensive isolations. Internal decentralization is a must in planning these parks.
10. It would provide a terrifying temptation to reduce variety, to plan too efficiently, to build too rigidly.
11. The costs would appear to be large. It would seem easier to propose ten 4 to 5 million dollar schools than one 40 to 50 million dollar complex.
12. It may call for the abandonment of many school buildings that are still structurally sound -- and paid for!
13. And finally, it could result in a single huge facility that moves massively and uniformly toward obsolescence.

Many of the objections cited present crucial considerations to be taken into account in the planning and operation of an educational park. For example, the loss of the school as a neighborhood center. No matter what is its present function, it does have great potential for community service. We would propose that many of the existing neighborhood schools could find a new usefulness as neighborhood centers. There are literally scores of public and quasi-public agencies in health, welfare and employment and other needed services whose genuine usefulness could be greatly improved by decentralization within the agency and grouping within the neighborhood.

Given the number of obvious advantages and disadvantages being utilized by opponents and proponents for the educational park, we developed evaluative criteria for judging or measuring the feasibility of such an educational complex. These evaluative criteria consider educational, economic, social, cultural-recreational, political, financial, and city development factors. One caution -- the financial implications of the development of such an educational complex are not and cannot be equated with the saving of a great deal of money. Preliminary research indicates that the initial cost of an educational park would be between five and fifteen percent lower (on a per pupil basis) if equal educational specifications were followed. In fact, most educational parks provide superior educational facilities and would cost as much or more than traditional school buildings. Secondly, transportation costs would be an additional and continuing cost that would significantly increase the total operating cost of a park. Educational parks are not cheap.

Evaluative Criteria - - -

The evaluation of any educational facilities plan must be related to the extent to which the plan solves the existing program and facilities problem within the limits of available resources. Since educational facilities are merely tools of the educational program, they should reflect that program and the evaluative criteria must be based on the aims and objectives of the educational program of the Chicago Public Schools. As efficiently and effectively as possible, the adopted educational facilities plan must resolve the unique problems facing the Chicago Public Schools.

Because of the rapidly expanding role of the school in the American Society, and because of the changing nature of the metropolitan area, evaluative criteria have been categorized in the following general areas:

1. Educational
   - a) Does the facility plan encourage and permit the accomplishment of the educational goals of the city?
   - b) Does the plan provide the flexibility needed to insure each child increased educational opportunities to develop optimum level?
   - c) Does the plan recognize the need for additional classroom space as projected by demographic and school plant data?
   - d) Does the plan contribute to the efficient replacement and/or rehabilitation of existing obsolete facilities?
2. Economic and Manpower Needs
   - a) Does the plan offer increased potential for students to become productive members of the community?
   - b) Does the plan adequately recognize the manpower needs of the economic sector and provide training to meet these needs?
   - c) Does the plan anticipate the future changes in the employment sector and attempt to provide new and changing programs to implement the shifting labor force?
   - d) Does the plan contribute to the economic "re-cycling" of the city?
3. Social
   - a) Does the plan seek to effectively confront the effects of de facto segregation?

b) Does the facilities plan encourage the exposure of all children to the myriad racial, ethnic, religious, social and economic groups of the city?

c) Does the plan provide opportunity for the successful introduction of the various diverse sections of society to one another?

4. Cultural-Recreational

a) Does the plan incorporate the existing recreational facilities of the city?

b) Does the plan encourage the maximum use of existing cultural facilities?

5. Political

a) Does the educational facilities plan have public appeal to varying sections of the total community?

b) Does the plan recognize the contribution and role of the other municipal public, parochial, and private agencies?

6. Financial

a) Is the projected cost within the resources available?

b) Does the plan provide the opportunity for continued use of existing adequate facilities?

c) Does the plan offer the best educational value per dollar expended?

d) Does the plan anticipate multi-purpose, multi-agency use of facilities to spread expenditures over a broader base?

7. City Development

a) Is the plan compatible with the comprehensive city plan?

b) Does the plan support and make use of the city's transportation system?

c) Does the plan contribute to residential renewal programs?

The enumerated evaluative criteria are all vital to the decision of how to proceed with the implementation of an educational facilities plan. Criteria, however, do not precisely weigh or measure the relative importance of each item. It should be noted that two of the most pressing problems facing all metropolitan schools are and will continue to be quality education for all students and the reduction and/or elimination of racial segregation.

In the final analysis, the success or failure of any educational plan will depend upon its acceptance in the community in which it must serve. The Chicago Plan must permit and accord the residents of the school district increased opportunity for participation in the educational program and must be flexible enough to allow periodic changes in its structure to expand with the differing needs of its clientele. It must also be attractive enough to garner the necessary electorate support to make it possible.

Evaluative criteria have also been developed for the assessment and location of sites. Among the key considerations are:

1. The convenient location of the sites to the corridors of transit accessibility as developed in the comprehensive city plan.
2. Sufficient acreage to enable the construction of the large number of physical facilities needed.

3. Attractive locations convenient to other cultural, educational, medical, and social complexes.
4. Locations readily convenient to suburban areas as well as adjacent to commercial and industrial interests.
5. "Neutral" locations attractive to various economic, racial and ethnic groups.

The foregoing material has been developed to assist in the planning effort for the City of Chicago. By recognizing the obvious advantages and disadvantages and by applying evaluative criteria to emerging concepts, a new concept suited to and designed for Chicago may be developed. A specific plan developed for use in other cities does not necessarily apply to Chicago. Only by recognizing the unique needs, strengths, and resources of Chicago will a creative "Chicago Plan" materialize.

PART C

CHICAGO AND THE CULTURAL-EDUCATIONAL CENTER

The Changing City - - -

Chicago, as every major city, has undergone significant changes in the post World War II decades. Caught in the vise of school population expansion, suburban development, in-migration of low income non-whites to the central city, exodus of white middle income population to the suburbs, changing technology, economic shifts, and aging central facilities; the metropolitan centers have been unable to keep pace with needed services and physical improvements. The result is a city with a backlog of severe problems. These issues can be compiled to include innumerable items but can be related to one major heading: the changing racial, ethnic, and economic composition of the population.

The cities have not yet mounted comprehensive long-range educational programs designed to meet the needs of a changing metropolitan complex. Compounding the problem is the dearth of fiscal resources currently available to the city. Tax structures severely limit the possibility of financing needed major conservation and modernization projects. State sources of revenue have been meager. This is especially true in Illinois. While federal monies have been introduced in increasing amounts, the effect has been more a "tinkering" action rather than a major solution. The fact is that greatly enlarged sources of federal, state and local funds must be made available for the cities to fulfill their crucial mission. But this is not enough -- it is apparent that the operational structure (public and private) of city and suburbs will have to modify in order to accomplish the task of coordinated renewal. The city cannot exist or plan alone, as the suburbs cannot exist or plan alone. Cooperative, concerted efforts are needed to effect any significant response to the critical problems of the Metropolitan Area.

Throughout the United States, early attempts at public housing and rehabilitation were poorly conceived, ineffective and sadly microscopic. Vertical congestion replaced horizontal slums; people were not encouraged to make any appreciable change in life style, in employment, in aspirations, in self concept. The self perpetuating cycle of poverty was not reduced significantly by early efforts and this too, has complicated the task at hand.

Chicago has survived because of dynamic, imaginative leadership that somehow resisted the call of suburbia. Acting against major odds, a large number of civic leaders have worked to prevent the disintegration of the central city. With the initiation of creative planning, Chicago has begun to reconstruct and rejuvenate itself. The recent development of an outstanding comprehensive city plan indicates the desire of the city to continue its role as a dynamic metropolitan center. Hopefully, as funds from many sources become available, the city plan will become operational and the rebirth of Chicago will be accelerated. The city "Comprehensive Plan" is a well conceived chart for progress that promises to contribute to the rebuilding of Chicago. The capacity of a citizenry to appreciate and utilize such a city is dependent upon the educational, social, cultural, and economic development of the populace. To this end, a considerable portion of the burden falls on the educational systems of Chicago -- including the Chicago Public Schools.

The problems facing the schools are parallel to those of the total city except that they can be equated on a much more human basis. Loss of young potential leadership to the suburbs, severe fiscal deficiencies, aging facilities, changing student population, shifting residential centers, shortage of qualified staff and shortages in public support all contribute to the public school crisis. It is great credit to the Board of Education and administrative staff that in spite of all of the forces working against the public schools, the Chicago Public School System has been able to maintain and attempt improvement in programs. Faced with inadequate support and increasing costs, the Chicago Public Schools have made a valiant effort to maintain a system of public education that is cognizant of the changing needs of pupils. However, the constant pressures of increased educational needs coupled with the greater affluence of surrounding suburban school districts have severely taxed the resources of the school system and compel a complete reappraisal and the development of a long-range educational plan to provide the type of programs needed in the coming years. This report is one of a series of studies being conducted for the purpose of developing a comprehensive educational facilities plan for the Chicago Public Schools. It is hoped that future educational planning documents will provide effective guidelines for the city to use in the development of its public school system and that the comprehensive city plan will be enhanced and reinforced by the educational plan.

Demographic Data - - -

The demographic data available for the City of Chicago reflects the accelerating rate of change in the composition of the population.

The Real Estate Research Corporation, in summarizing the results of its demographic study for the Chicago Board of Education recently reported the following data:

I. "Understanding of the racial integration aspects of Chicago's Public Schools rest upon full awareness of certain basic facts about the population and housing in Chicago, with the first set of facts concerning the situation as of 1960.

A. Non-white, mainly Negroes, comprised 24% of the city's population in 1960.

B. During the period 1950 to 1960, the non-white population rose 328,000 (or about 33,000 per year) but the white population declined 399,000 (about 40,000 per year.)

  1. Most of the non-white increase resulted from natural increases, but there was an average annual net in-migration of 15,700 per year.
  2. The white outflow of population was much larger than the white decline because the drop does not account for the potential natural increase which would otherwise have occurred.
     a) Hence net out-migration was really 679,000 or about 68,000 a year.
  3. The non-white population is much younger than the white population, and therefore has a higher rate of natural increase, and also contributes more children to the school-age population.

C. Housing patterns in Chicago are highly segregated, with most Negroes living in two major radial extensions out from the central business district towards the west and the south.

  1. These areas expanded rapidly between 1950 and 1960 mainly through massive transition: from white to non-white occupancy, on the edge of already non-white

residential areas.

2. The direction of expansion was largely west in the western radial, but had more variation in the southern radial, because it contains about 60% of the non-white population and is therefore larger with more 'frontiers.'

II. Real Estate Research Corporation analysis shows that the trends described above have continued without much alteration during the period from 1960 to 1965 -- with the continued rapid growth of the non-white population and decline of the white population dominating the demography of the city.

A. In this five-year period, the white population has declined by 228,600, or at a rate of about 45,700 per year -- as compared to 40,000 per year from 1950 to 1960.

   1. Again the outflow 49,800 (out-migration) has been larger than the decline 45,700 though not as large as from 1950 to 1960 on an annual basis.

B. The non-white population has risen 147,000 in this five-year period, or about 29,400 per year -- which is a slower rate than occurred during the period from 1950 to 1960.

   1. This is supported by the block-by-block count which shows a rapid weekly rate of transition from white to non-white -- 4.5 blocks per week in 1965-66, down to 2.9 in 1966-67.

   2. The rate of net in-migration declined slightly during the past five years to 10,900 per year, as compared to 15,700 per year from 1950 to 1960.

3. Thus, births are up somewhat, in spite of lower fertility rates.

III. Real Estate Research Corporation forecasts for the future are based upon a reduction in the net in-migration rate of non-whites (to about 7,300 per year for the period 1975-1980) and fertility rates among both non-whites and whites, and a reduction of white out-migration (to about 40,000 per year) -- yet they show the same basic trends continuing.

A. The white population will continue to fall, dropping around 200,000 persons every five years, or about 40,000 per year -- about the same as from 1950 to 1960.

B. The non-white population will continue to expand, as follows:

1960-65	147,000
1965-70	145,000
1970-75	130,000
1975-80	128,000

C. Therefore, the population balance will continually shift toward a higher proportion of non-whites, unless some drastic changes in residential settlement patterns occur.

1. The percentage of non-white will be:

1960	26.8
1965	31.5
1970	36.4
1975	40.9
1980	45.6

IV. These trends will have very significant impacts upon the nature of the children enrolled in the public and private schools in Chicago, with the proportion of non-white rising very sharply in the public schools even within the next eight years.

A. Just looking at total numbers of children in the city (not in school only) in the school-age group from 5 to 17, there will be a net rise of 10,400 from 1966 to 1975, according to our projections.

   1. But this will consist of a decline of 71,200 white children and a rise of 81,600 non-white children.

   2. On an annual basis, the city will lose approximately 7,900 white children each year, and gain about 9,100 non-white children in this age group alone.

B. The impact upon public school enrollments depends in part upon what happens to the size and composition of the private school system, since that system now contains 221,000 of the city's 794,000 students (in kindergarten, elementary and high schools), or about 27.9%.

   1. If the private school enrollment continues to drop as it has in the past six years, but at a slightly slower rate, there will then be 202,000 students in private (parochial) schools in 1975 -- about 23.5% of the 861,000 in the school-age population.

   2. At present, 10.3% of the private (parochial) students are non-white, but we could assume that will double to 20% by 1975.

a) If so, then the public schools would contain 60% non-white students in 1975 -- eight years from now as compared to 40.9% of the total city population.

b) If the percentage of non-white in the private schools remains at 10%, then the proportion of non-white in public schools would be 63.1% in 1975.

3. If the private school system disappears entirely and all students are in public schools, then total enrollment will be 50.8% non-white (in the city as a whole, it is now 41.4% non-white including private schools.)

C. It is obvious that the proportion of non-whites in the schools would continue to rise, and remain well above the proportion of non-whites in the city as a whole, unless dramatic changes occur.

V. Certain fundamental conclusions emerge rather dramatically from these data.

A. A crucial factor which any policies must take into account is the continued expansion of the non-white population, which presumably will remain focused within the city limits of Chicago.

B. The second conclusion is that any policies aimed at influencing the racial balance in public schools in the city must take effect at once -- if they are delayed in impact for 30 or even 20 or 15 years, there will be no white students left in the city with whom to integrate.

C. The third conclusion is that no ultimate solution to achieving integrated schools is possible without shifting future non-white growth to the suburbs, or in some other way involving the suburban white children with non-whites now, or to be, located in the central city.

D. The fourth conclusion is that any attempt to influence these trends is really an attempt to decide through public policy where people of various races and economic levels will live, or be persuaded to live, in the future."

Educational Needs - - -

The demographic data and the several conclusions drawn from it are of prime concern to the planning of educational facilities, for different types of educational needs are implied.

Unless effective programs can be mounted, the Chicago School System might well become predominately Negro and with a much lower average family income than in the suburbs. Under such an eventuality the charge to the public schools would be quite different than if a substantial degree of integration (economic, social and racial) were achieved.

The consultants are of the opinion that the projected school facilities for Chicago must assist in meeting several needs, all related to the conclusions drawn from the demographic data.

The first of these is that the school must play an important role in any attempt to "recycle" the housing pattern of the city. By this we mean that the location, planning, and construction of new facilities must be closely related to efforts of other agencies to rebuild the city and even more closely tied to the comprehensive city plan. Recent and continuing efforts to create integrated housing developments, urban renewal plans, the model cities plan, and many of the emerging high rise and townhouse proposals are all aimed at providing racially balanced residential opportunities. The school, as one of the key considerations for families with children, must be involved in the total planning for an area and must reflect the total effort toward recycling.

The second concern of the consultants is the demographic conclusion that the city is powerless to significantly modify the population trend and that solution lies in metropolitan involvement and cooperation. This implies drastic changes in existing boundaries and enlarged service areas for the schools. It also implies the location of facilities so as to be equally accessible to the suburbs as well as to the city. (The neutral turf concept.)

A third, and more immediate concern, is the changing educational needs of the clientele. Although academic curricula are and will continue to be important, the emerging needs and demands are much different than those found in suburban communities. Higher drop-out rates, lower reading skills, lack of skills development, lower achievement, poor self concept, are all indicative of the obsolescence of traditional educational programs. A significant and increasing number of urban children are being denied equal educational opportunity simply because existing methods and styles of education are ineffective for them.

Recent research has indicated the degree to which racial segregation inhibits the learning process in Negro children, with one U. S. Office of

Education Report concluding that "schools bring little influence to bear on a child's achievement that is independent of his background and general context."[1] Nonetheless, it must be a prime objective of the Chicago Public Schools to develop effective curricula to meet the needs of all children and particularly those children who are classified as disadvantaged.

The demographic data indicates how difficult it is to achieve school integration within the metropolitan area and within the city limits of Chicago. Nevertheless, major efforts to disperse the population must be continued. The restructuring of the existing educational system to assist in achieving models of successful integration becomes a highest priority.

Because of the complex needs of the clientele, facilities must be planned to permit high individualization of instruction. This, of course, means a departure from traditional type of facilities that tend to treat all children alike. Even more important are the implications for professional staff preparation and retraining. The reorientation of staff to successfully utilize the emerging "tools" of education (facilities, equipment, and materials) is as crucial as the development of new and different facilities. Human relations skills and understanding is of prime importance.

Among the significant experimental programs being considered and tried in Chicago are:

1. Early childhood education
2. Non-graded schools
3. Team teaching

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[1] James S. Coleman, et al. Equality of Educational Opportunity Washington, D.C., U.S. Government Printing Office, 1966

4. Middle schools
5. Magnet schools
6. Special high schools, and
7. Skill centers

These and other innovations will require special types of staff preparation and utilization as well as buildings suited to their implementation.

The added fact that a city as large as Chicago encompasses such a diverse population with concomitant needs, aspirations, and abilities mandates great variety in curriculum. School offerings must be developed for particular needs and differentiated according to the area being served.

The pupil who is classed as economically and educationally disadvantaged presents a unique type of learning problem. Generally these children are alienated from the school, have relatively lower self concepts and are sometimes considered incapable of learning. Research tells us that these children are not incapable but rather that they need a different type of motivation, psychological setting and curriculum. The school must help these children develop positive self concepts by permitting them to have experiences that will reinforce positive feelings and minimize alienation. Out of these positive experiences grow the opportunities for a variety of skills development tasks that in turn lead to successful school participation.

Such innovations as mentioned above are improbable in a traditional type of organization. Efforts, already initiated to decentralize the public schools of Chicago are one means of providing greatly improved opportunity for the students. These efforts should be accelerated and refined to allow the greatest number of curriculum changes possible.

Towards Decentralization - - -

The administrative reorganization plan currently being implemented by the Chicago Board of Education is an important first step toward effective decentralization.

Of significance is the recognition of the need for continuous planning, as is indicated by the creation of a planning team headed by the General Superintendent. Effective planning requires specially trained personnel and uninterrupted time to develop and test alternative plans and strategies. Separation of the planning function from the important day-to-day operations of the school system is a necessity. The chief administrative officer of the school system must also act as the chief planner in order to keep the planning function in a balanced perspective.

The Chicago Board of Education planning team, as projected, must have the time and resources needed to develop creative educational plans to meet the diverse needs as they are identified in various parts of the city. Being divorced from the demanding daily routine and pressures, the planning team will have greater capacity to make objective recommendations to the Board of Education. The opportunity to work closely with other municipal and metropolitan planning teams is also inherent in the proposed new organization. Total planning for the Chicago metropolitan area must involve the parochial schools, city planning office, the metropolitan planning commission, colleges and universities, suburban school districts, and the many social agencies operating in Chicago; for the implications of the demographic data are crucial to all municipal, social, and educational organizations.

With the recent development of three semi-autonomous public school areas in the City of Chicago, the ability of the educational system to more quickly react to unique and particular demands should improve. School systems tend to become more rigid as they grow in size and with rigidity comes great difficulty in adapting to unusual and constantly changing problems. The planned dispersal of decision making apparatus to the offices of the area superintendents should enable decisions to be made closer to the root of the problem. The sheer magnitude of the public school system of Chicago also tends to complicate the process of decision making and the new organizational plan should help create more manageable units.

The area administrative offices, with special support personnel, should be readily available to the individual schools and the communities they serve. Curricular programs can be developed as needs are identified for particular areas. These programs can then be tested, adapted and diffused city-wide. Greater recognition of special needs of children in a particular school is possible under the new system of organization. Resource allocation and utilization becomes a matter of cooperative judgment and not an arbitrary city-wide pronouncement.

As indicated in the Booz, Allen and Hamilton, Incorporated Report, the need to diffuse certain decision making powers is imperative to success. Centralized decision making of all operational problems is just not practical in view of the multitude of differences found in Chicago. However, certain controls and decisions must be retained at the city level in order to implement the city-wide objectives of the school system.

Another important task assigned the planning team of the General Superintendent is that of evaluation of the various tasks performed by the school system. The process of evaluation, never before formalized, is an ongoing and essential one. Only through this process can system-wide decisions on allocations of resources, on personnel, and on student needs be made. The evaluative apparatus can act as a judiciary branch to complement the legislative powers of the Board of Education and the executive powers of the administration. Too often the administrator is forced to sit in judgment without adequate knowledge or information. The existence of an evaluative arm should ease this burden and should bring greater objectivity to final determinations.

Continued efforts toward effective decentralization are implied. Constant evaluation and cautious, planned change will bring more highly effective school organization with optimum use of resources. The final success of the Chicago Public School System will be measured in terms of the case with which organizational changes and improvements are linked with changing socio-economic-political-educational factors.

Alternative Plans - - -

There are many alternative plans open to the Chicago Public Schools in the eventual solution to the educational facilities needs. After careful analysis, the survey team has consolidated these alternatives into three basis alternative solutions for consideration:

A. Continued development and expansion of the school system as it is presently conceived and organized.

B. Reorganization into a system of conventional Educational Parks.

C. The development of a Cultural-Educational Grid or Scheme that incorporates the best of emerging concepts and allows the flexibility and diversity needed for a multi-faceted solution.

In examining the three basic possibilities, the survey team rejects Alternatives "A" and "B".

To enumerate, the survey team examined the implications of "A" - Contined development and expansion of the school system as it is presently conceived and organized. (Plate III). Among the strengths can be listed:

1. Organizational structure already established.
2. Large number of adequate facilities now exist.
3. Most attractive financially in short term needs.
4. Easiest to implement.
5. Least amount of change involved.
6. Operationally most convenient.
7. Utilizes existing neighborhood school organization.

Deficiencies and weaknesses immediately apparent are:

1. Does little to solve pressing de facto segregation problems and related issues.
2. Continues the cumbersome and unwieldly organization of the Chicago Public Schools.
3. Assumes little or no change in the goals and purposes of education.
4. Takes little consideration of the changing population of the city.
5. Does not approach the problem from the "Gestalt" or totality of the situation.
6. Does not recognize the obvious need for restructuring and reorienting the educational system.
7. Does not consider the comprehensive city plan.

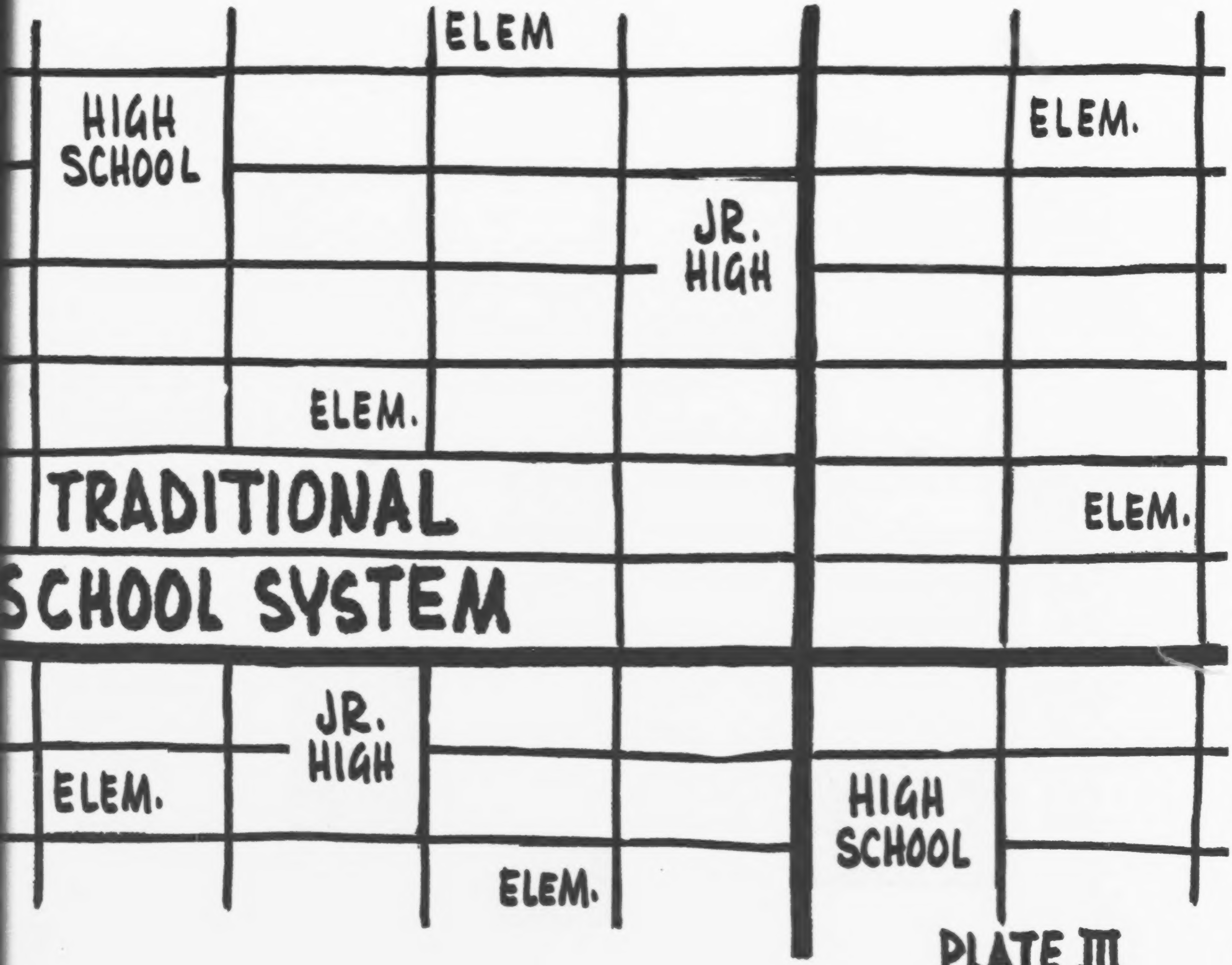

ELEM
HIGH SCHOOL
ELEM.
JR. HIGH
ELEM.
TRADITIONAL SCHOOL SYSTEM
ELEM.
JR. HIGH
ELEM.
HIGH SCHOOL
ELEM.

PLATE III

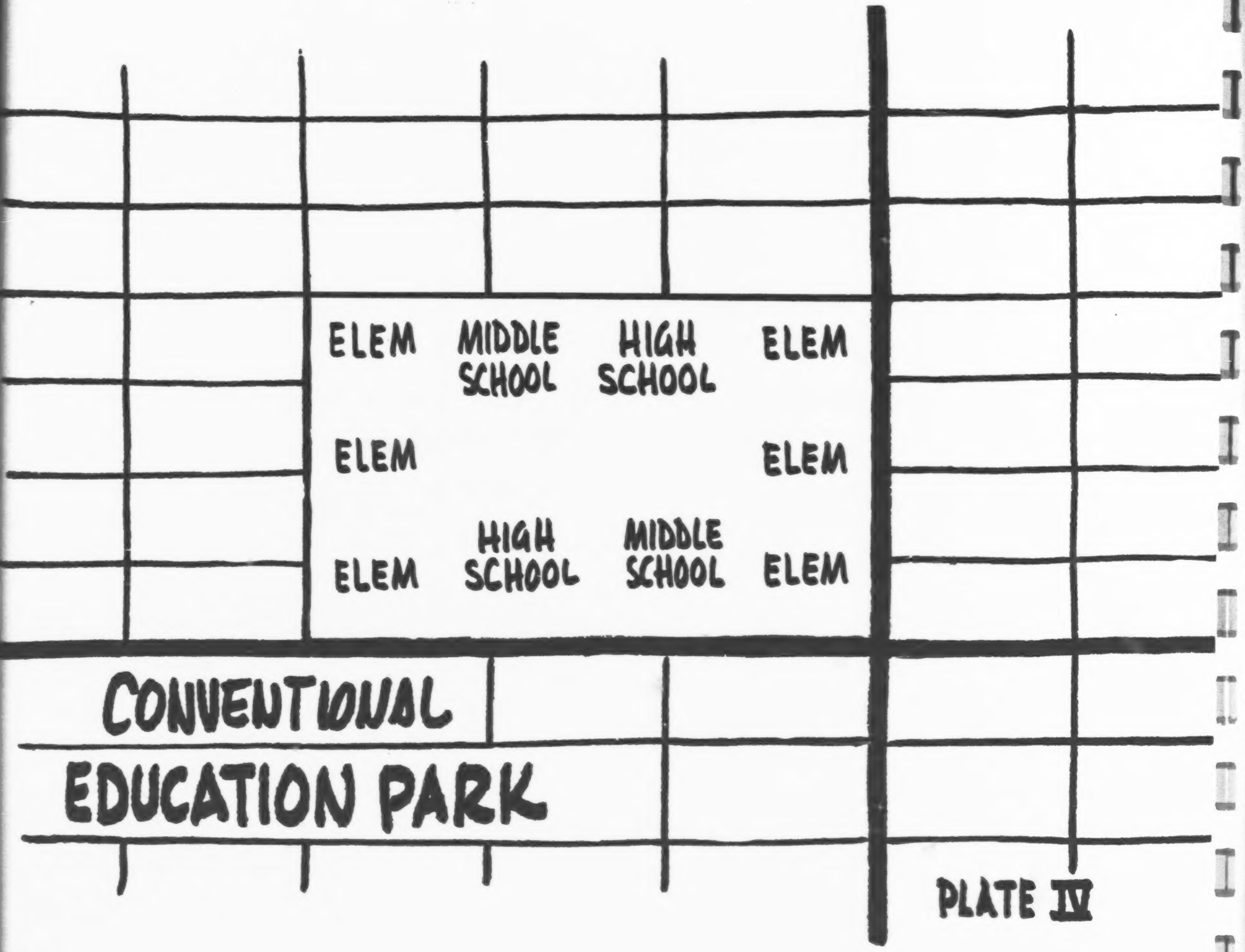
8. Does not incorporate the socio-economic-cultural variables that affect the system.
9. Precludes the probability of drastic changes in American life that will induce dramatic adjustments in education.
10. Reduces the parameters of flexibility and diversity needed for education to be successful.
11. Makes highly unlikely needed metropolitan cooperation.

Alternative "A" is rejected because of overwhelming evidence that the disadvantages of this alternative far outweigh the advantages. It seems to us that to perpetuate a system that is becoming increasingly suspect in its capacity to meet the changing educational needs of the population is derelict and indefensible. The education system must recognize the tremendous change that has taken place in our culture and must plan for continued and accelerating change in the future. This cannot be accomplished under the "status quo." Bold and imaginative departure from the existing outdated, obsolete structure of education is imperative to success. New goals, new objectives, new methods, new and expanded curricula, new student needs, and new knowledge require new and different organization and facilities to succeed. The expanded role of the educational system thrusts upon it the demand that the system enlarge its capacity to act and adapt to a changing society or relinquish any claims to being an effective educational agency.

The transition of our society from a simple, rural, family centered structure to an urban, impersonalized, highly complex configuration has resulted in expanding the school's role from one of an agency responsible for the impartation of factual knowledge to that of an all encompassing multi-purpose, multi-faceted agency. Right or wrong, the demands upon the school are becoming increasingly more complex and diffused. The evolution of the school as the agency to serve from early childhood to senior citizen and to participate in resolving the social issues of the present and future strongly indicates a change in the concept of the school.

Alternative "B", the conventional Cultural-Educational Park (Plate IV), presents many interesting possibilities to the Chicago Public Schools and was the topic for careful consideration in this study. Alternative "B" (a conventional Educational Park) was rejected for adoption in Chicago for the following basic reasons:

1. To pile or compress thousands of small children with more thousands of young adults into one large factory-like building located on a small inadequate site - is not recommended.
2. To ignore the existing critical needs (fiscal, personnel, programs, facilities) of the total educational system while building a few "showroom" parks - is not recommended.
3. To invest millions of dollars in any park without attempting to utilize this investment to make a major thrust at the redevelopment of the total city - is not recommended.
4. To build each park the same as the other parks - is not recommended.
5. To ignore existing and planned transit systems, cultural resources, recreational facilities, non-public schools, urban redevelopment plans, and other community resources - is not recommended.
6. To attempt the park alone, while ignoring area higher education institutions, suburban school districts, state and federal fiscal resources - is not recommended.
7. To copy the park plan of another dissimilar city - is not recommended.


ELEM
MIDDLE SCHOOL
HIGH SCHOOL
ELEM
ELEM
ELEM
HIGH SCHOOL
MIDDLE SCHOOL
ELEM
ELEM

CONVENTIONAL EDUCATION PARK

PLATE IV

Chicago must invent a new educational park concept. A concept which capitalizes on the unique features and needs of Chicago. The Chicago concept should multiply educational investments into "triggering" devices for re-cycling, rebuilding, and improving the total city. Part "D" of this report defines and describes the recommended Cultural-Educational cluster for Chicago.

PART D

THE RECOMMENDED CULTURAL-EDUCATIONAL CLUSTERS

- THE "CHICAGO" PLAN -

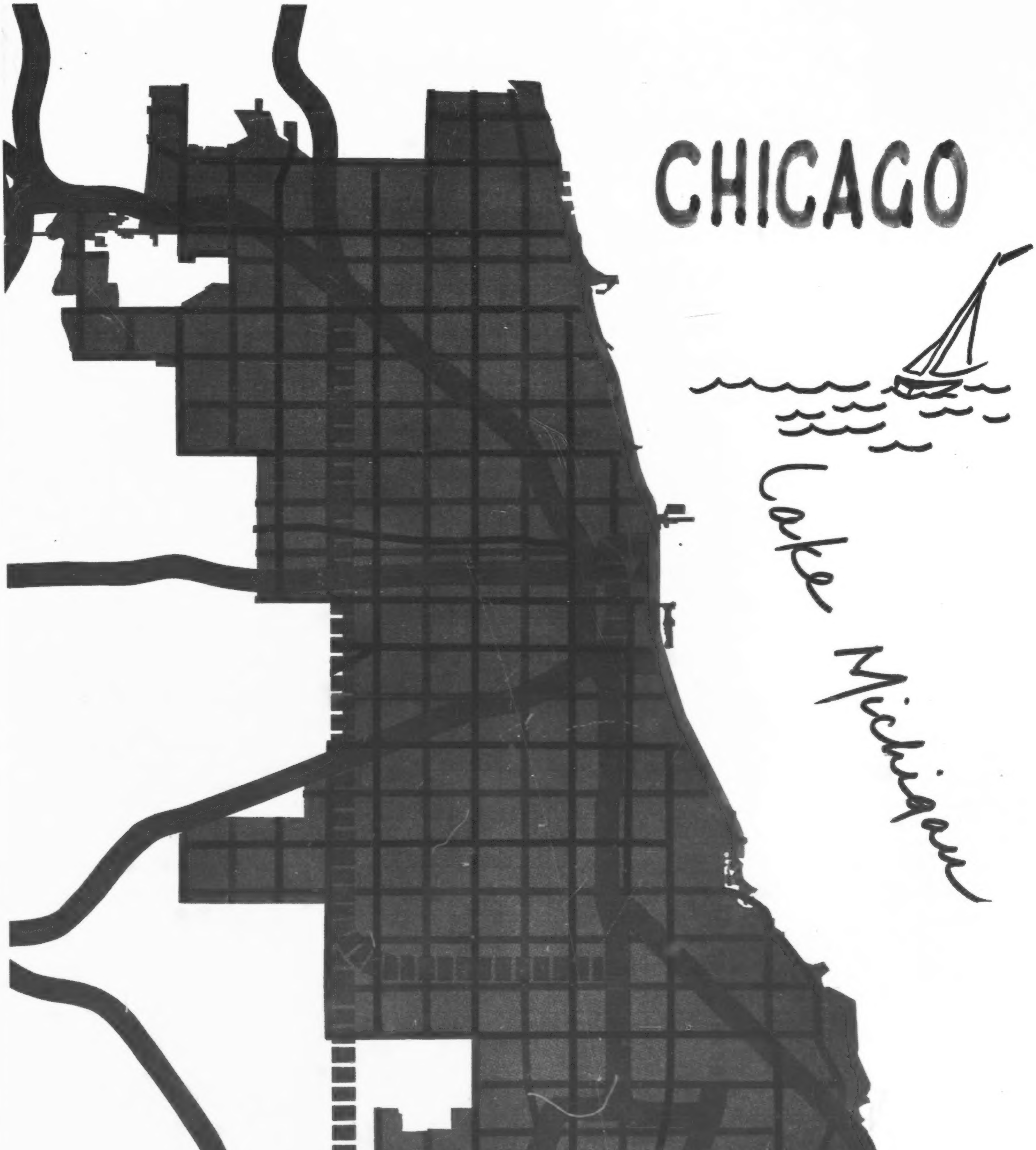

CHICAGO
Lake Michigan

PLATE V

Considerations - - -

The consultants recommend the careful planning and construction of a number of "Cultural-Educational Clusters" for Chicago. These cultural-educational clusters are not only feasible - they are imperative - if the school system is going to partner in the "re-cycling" and rebuilding of this great city.

Redefinition of the Cultural-Educational Park (The Cultural-Educational Cluster)

The cultural-educational cluster as conceived for Chicago is not an educational park in the traditional definition of the concept. The redefinition becomes:

> The cultural-educational cluster links large groups of students of wide age differences and varying socio-economic-ethnic-racial and religious backgrounds on one or more interrelated sites. It is an "amoeba-like" concept reaching towards all of the cultural-educational-recreational-social-economic resources of an area. The cluster focuses on innovation, experimentation, and evaluation of educational change and diffuses tested educational improvements to the total system. The cluster is designed as a "sub-system" of the total city and school system. Student groups are decentralized, within the total site, with shared use of specialized staffs, programs, support services, and facilities. The cultural-educational cluster provides educational, cultural, recreational, and social services to public, private, and parochial students and coordinates these programs with other public service institutions (parks, libraries, museums, housing, higher education, social services, highways, etc.).

Plate VI is one model of such a cluster while Plate VII illustrates another model. Of prime importance is the fact that each cluster is designed to meet differing needs and to utilize the differing resources available within sub-areas of the city. Each cluster is unique.

As Plate VI indicates, a university campus serves as the nerve center of the configuration. The variety of needed resources available at a quality urban university include research and training staffs, evaluation "know how", and skilled multi-disciplinary human resources (psychologists, sociologists, political scientists, economists, etc.). The location near

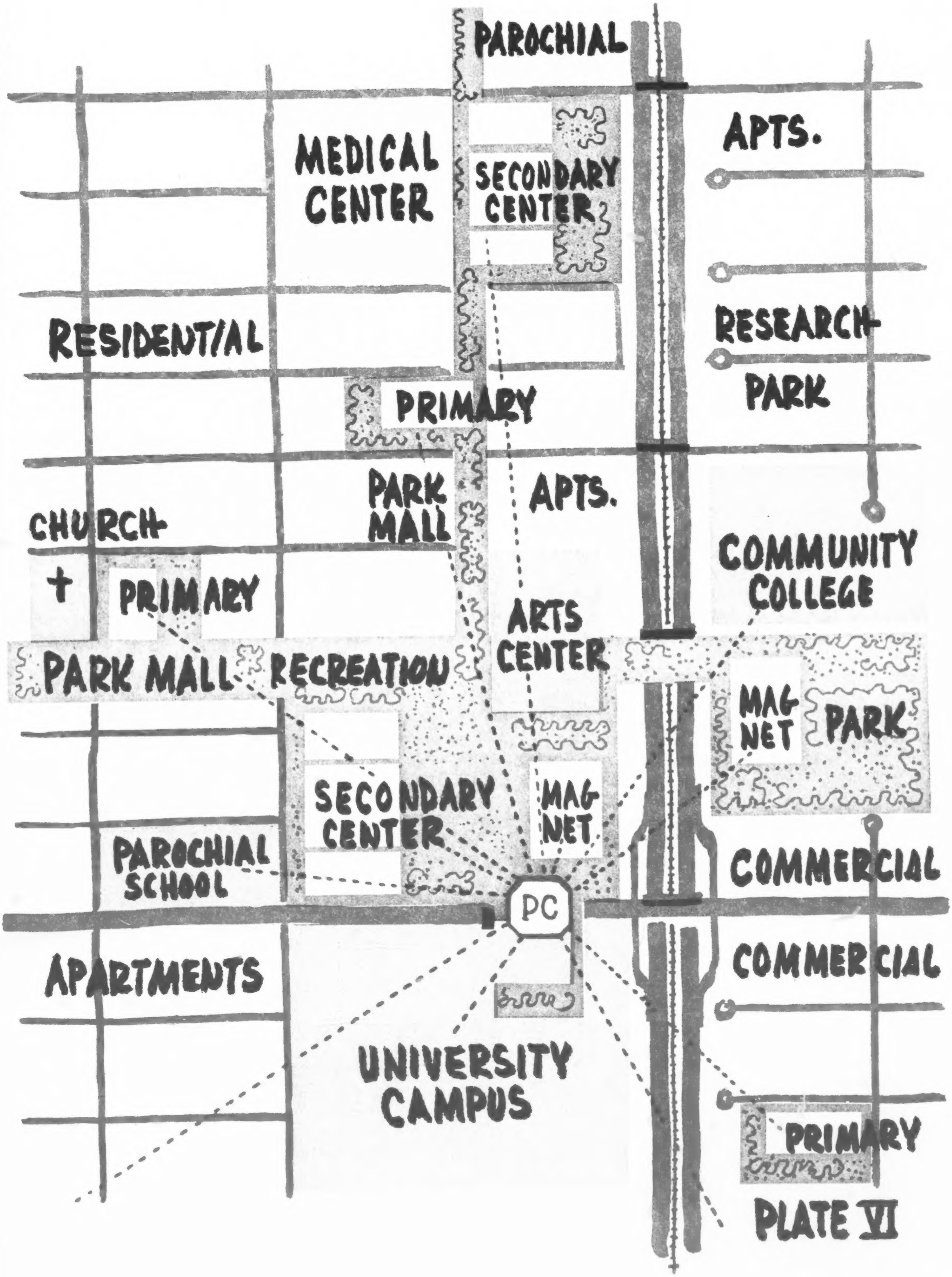

PAROCHIAL
APTS.
MEDICAL CENTER
SECONDARY CENTER
RESIDENTIAL
RESEARCH PARK
PRIMARY
PARK MALL
APTS.
CHURCH
+
PRIMARY
COMMUNITY COLLEGE
ARTS CENTER
PARK MALL
RECREATION
MAG NET
PARK
SECONDARY CENTER
MAG NET
PAROCHIAL SCHOOL
COMMERCIAL
PC
COMMERCIAL
APARTMENTS
UNIVERSITY CAMPUS
PRIMARY

PLATE VI

a college or university assumes serious commitment by the university to the urban school and actual partnership in the operation (i.e., joint appointments, etc.).

The model as conceived in Plate VI projects a series of Magnet Schools for primary and middle school age pupils drawn from a large and diverse population base. In keeping with the desired racial balance viability of the magnet school, these student bodies would be of controlled hetrogeniety, selected from a larger area. The secondary centers would be closely tied to various agencies (business, medical, church, university, college, etc.) to allow for specialized types of programs and still more efficient use of resources. A diagnostic and preventative planning nerve center would be the hub around which the entire cluster revolves. Not only would resources be deployed from the nerve center, but the collection, generation, and dissemination of ideas would be one prime function of the center.

Plate VII is a slightly different model for consideration. Here the nerve center is at the secondary complex with strong supportive functions located at business and/or industrial centers. Available cultural institutions (museums, art centers, etc.) are integrated into the cluster and are treated as a vital part of resources available to the total educational complex. Junior college and college units are also considered as part of the cluster and are involved as both participants and resource pools. Close liaison between the various sub units, both educational and other, is seen as a most important task of the nerve center.

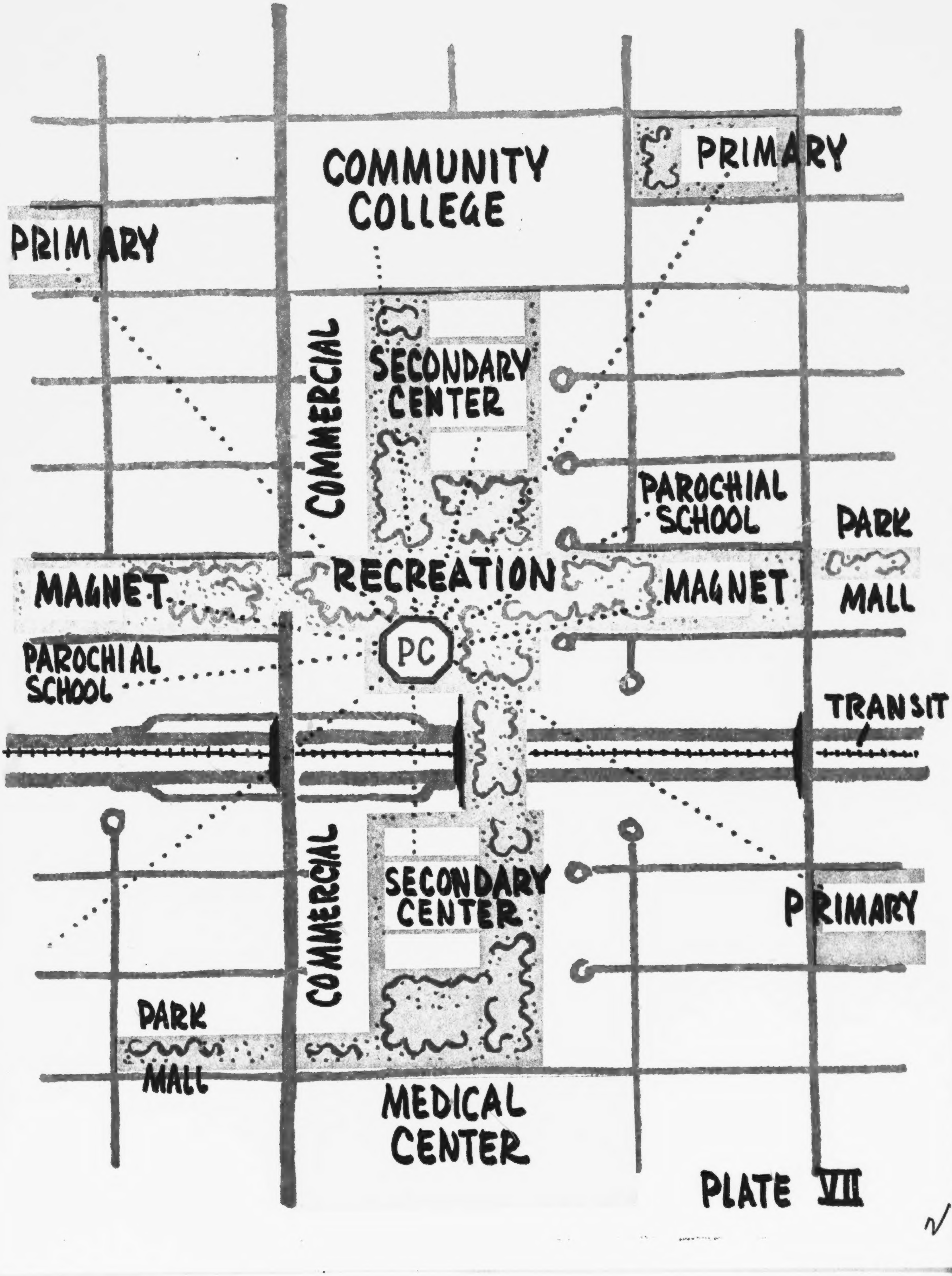

COMMUNITY COLLEGE
PRIMARY
PRIMARY
COMMERCIAL
SECONDARY CENTER
PAROCHIAL SCHOOL
PARK MALL
MAGNET
RECREATION
MAGNET
PAROCHIAL SCHOOL
PC
TRANSIT
COMMERCIAL
SECONDARY CENTER
PRIMARY
PARK MALL
MEDICAL CENTER

PLATE VII

Plate VII projects a larger central site, one which can adequately serve up to 10,000 pupils and assorted support services. However, this complex could be planned along linear lines, utilizing air rights over expressway or over major streets.

Land requirements for the cultural-educational cluster as visualized for Chicago are much different than those projected for more conventional educational park plans. The site is not a single rectangular box.

Additional models of possible cultural-educational clusters can be devised to meet almost any particular and peculiar circumstance. The design and creation of these configurations must be accomplished in light of the many variables which are unique to and can be identified for a particular section of the City of Chicago. These variable components coupled with the purposes for the cultural-educational cluster will determine the final composition of the diverse facilities.

Purposes - - -

The purposes and goals of the cultural-educational cluster are divided into four general categories:

1. Educational
2. Social-psychological
3. Cultural
4. Economic

The many educational purposes readily distinguished include:

1. To create an effective physical and psychological environment for the process of education.
2. To identify and consolidate available community resources and to utilize these resources for the task of education.
3. To provide the wide variety of programs needed.

4. To recognize, accept, and deal with individual differences.
5. To provide increased options of educational opportunity.
6. To discover and nurture creative talents.
7. To make education relate more closely to urban life.
8. To raise individual aspirations.
9. To make education prestigious and desired.

The social-psychological purposes of the cluster include:

1. The development of an effective diagnostic and integrative resource center.
2. The recognition, understanding, and appreciation for diverse ethnic, economic, racial and religious groups.
3. The development of individual social competencies and conscience.
4. The coordination of social agency efforts.
5. To strengthen the moral fabric of the participants.
6. To deal constructively with conflict and psychological tensions.

Among the cultural-recreational purposes are:

1. An awareness and utilization of the variety of cultural resources present and available in the City of Chicago.
2. The development of an appreciation for our unique American culture.
3. Increases in cross-cultural cooperation and respect.
4. The extended use of recreational resources of the Chicago metropolitan area as part of the educational program.
5. The development of cultural and recreational pursuits as worthy leisure time activities.

The economic purposes include:

1. The preparation of students for the changing world of work.
2. More intelligent use of human resources.
3. The ability to adapt to a changing technical, economic system.
4. An awareness and appreciation of the American economic system.
5. The development of saleable skills.
6. The re-cycling or conservation of residential, commercial, industrial, recreational and cultural investments.

Other purposes can and should be included in the above list. However, the overriding purpose of the cultural-educational clusters for the City of Chicago is the emergence of a viable and dynamic system of education that will meet present and future needs of the citizens of Chicago; one that will readily change as demands change and yet will accord all students the opportunity for meaningful educational experiences.

To create enormous concentrated complexes for single purpose use that will rigidly lock in future generations must not be done. Care in design will allow for multi-use alternatives to the system and will provide the elasticity needed for future decades.

In the final analysis, the cluster is best evaluated in terms of the quality of living engendered by the facility. It is the hope of the consultants that the program to be implemented with be as dynamic, diverse, and powerful as the City of Chicago itself.

Programs - - -

The evolution of the extended year and extended age group concept of education is a relatively recent phenomenon. Nonetheless it is now a fact that the educational system that does not adopt such an approach will not meet the needs of its urban clientele and will fail to justify its existence. Therefore, it is imperative that the Chicago cultural-educational clusters provide the scope and variety of program needed not only to provide adequately for the diversity of population to be served but also the range and deptth necessary to service the existing and future age distributions of the population. This means that educational facilities must be designed to house not only the very young in all types of learning-living activities but also must adapt to the emerging educational needs of older citizens needing new skills.

Learning research tells us that the crucial time for the development of habits and beliefs conducive to successful academic orientation is at the pre-school and early elementary age level. This implies a strong program emphasis at the lower end of the age spectrum. Early introduction of children to a formal systematic educational system is essential particularly for that segment of the urban population classified as disadvantaged. Linguistic competencies so often lacking in the environment of disadvantaged children, are one of the vital keys to success in the development of a quality educational program.

Goals of educational diagnosis, preventative planning and skill attainment must be recognized with programs developed so that each child can be given the attention, time, and special assistance needed to attain the desired skill. The programming, selection, and deployment of necessary resources to meet the individual needs of the student is a function of the "Planning Center" of the cultural-educational clusters. In this case the center acts as a prescriptive and diagnostic treatment headquarters and suggests approaches based on various data available on the individual students. The center can bring to bear the service of special personnel in various fields on particular types of problems identified in the home school.

As the individual student progresses to more sophisticated types of educational experiences the center develops programs and interest groupings for him. "Flexible scheduling", for example, is a must.

Elementary programs devised for a variety of purposes are possible as part of the concept. The non-graded or continuous progression elementary program is presently being utilized in parts of the city and is included in the planning of the magnet schools.

The proposed magnet schools (Plate VIII) are an important part of the cultural-educational cluster as projected for the City of Chicago. The magnet units are unique in the following characteristics:

1. They provide for controlled heterogeneity (economic class and race.)
2. They provide for adult activities and participation.
3. They feature experimental programs, evaluation and diffusion of educational change.
4. They include pre-primary, primary, and middle school students.
5. They will be staffed by teacher-paraprofessional teams composed of the following:

   a team leader (master teacher), regular teachers, beginning teachers, student teachers, and paraprofessionals (aides) - each team serving approximately 150 students.
6. They will work with local universities in the development of programs (experimental and laboratory schools.)

MAGNET SCHOOL

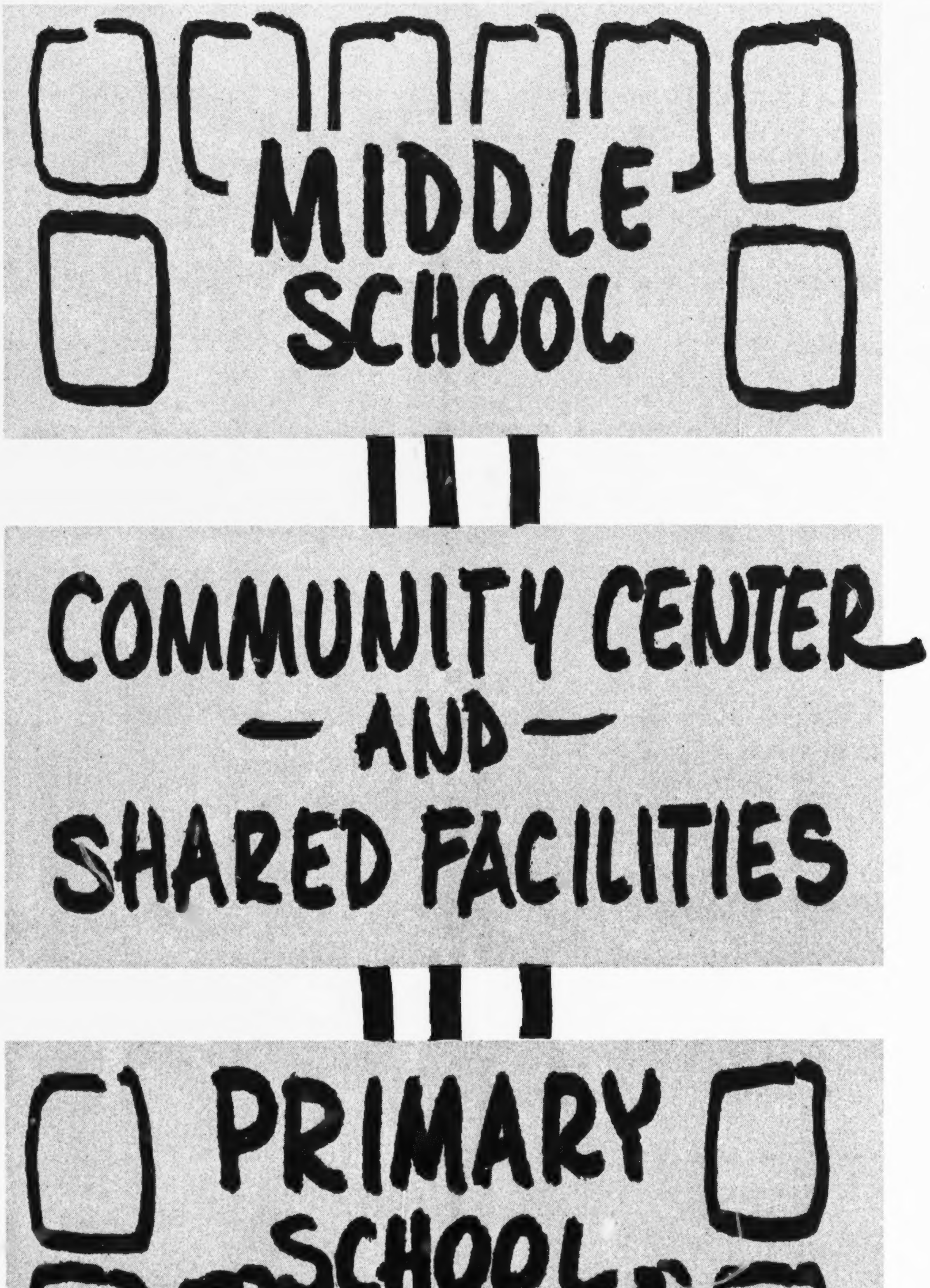

MIDDLE SCHOOL
COMMUNITY CENTER
— AND —
SHARED FACILITIES
PRIMARY SCHOOL

PLATE VIII

7. They will act as visitation and demonstration centers to the satellite schools in their service area.

The suggested size of a magnet unit is approximately 2,400 to 3,000 students of which approximately 1,200-1,800 are preschool or primary aged pupils and 1,200 are of middle school age.

The middle school portion of the magnet school presumes the following assumptions:

1. It is based on a pattern or organization that will help pre-adolescents develop into functioning adolescents by enabling them to explore and understand their aptitudes, define for themselves their academic and social strengths and weaknesses, and to achieve some measure of identification.
2. Its pattern of organization should bracket those age levels at which the vast majority of pupils enter and complete the period of pubescence. Its structure should provide a stable educational environment designed to help pre-adolescents achieve an inner stability.
3. It is not a short term "revolving door" for pupils on the way from the elementary to the high school.
4. It tries to take better account, than does the conventional junior high school, or upper grade center, of the needs and abilities of between-age youngsters and uses a wide variety of instructional innovations and groupings.
5. Its techniques, programming and curriculum should provide maximum flexibility of scheduling to accommodate varying rates of interests, motivation, and abilities.

These middle schools should incorporate a minimum of three to four grade levels and are based on the assumption of a four year senior high school.

The secondary school component of the cultural-educational cluster (Plate IX) is perhaps the most crucial unit in terms of program, effectiveness, and scope. It must not only provide the customary academic opportunities for college oriented students, it must also develop a multitude of programs vocationally and technically oriented for the large number of young people for whom college is not immediately available. Its programs must be developed so that individual students may participate to the limit of their ability and capacity. It does not "push out" the less academically talented.

It is essential that a multitude of pre-vocational/occupational programs be initiated and organized so that qualified personnel can be trained for gainful employment of varying levels of occupational skills. At the same time, this secondary component must provide the many cross-cultural, cross-racial exposures necessary to successful citizenship. Resources of all educational, cultural, and social agencies must be utilized and integrated into the educational program.

Success in program development depends on the coordination of a multitude of variables. The commitment of the university and its ability to train the types of staff needed; involvement of other agencies and their resources; assignment of proper priorities to the projects involved; availability of resources from local, state, and federal sources; realistic staging of the various components are all crucial to ultimate success. Progress must be

SECONDARY CENTER

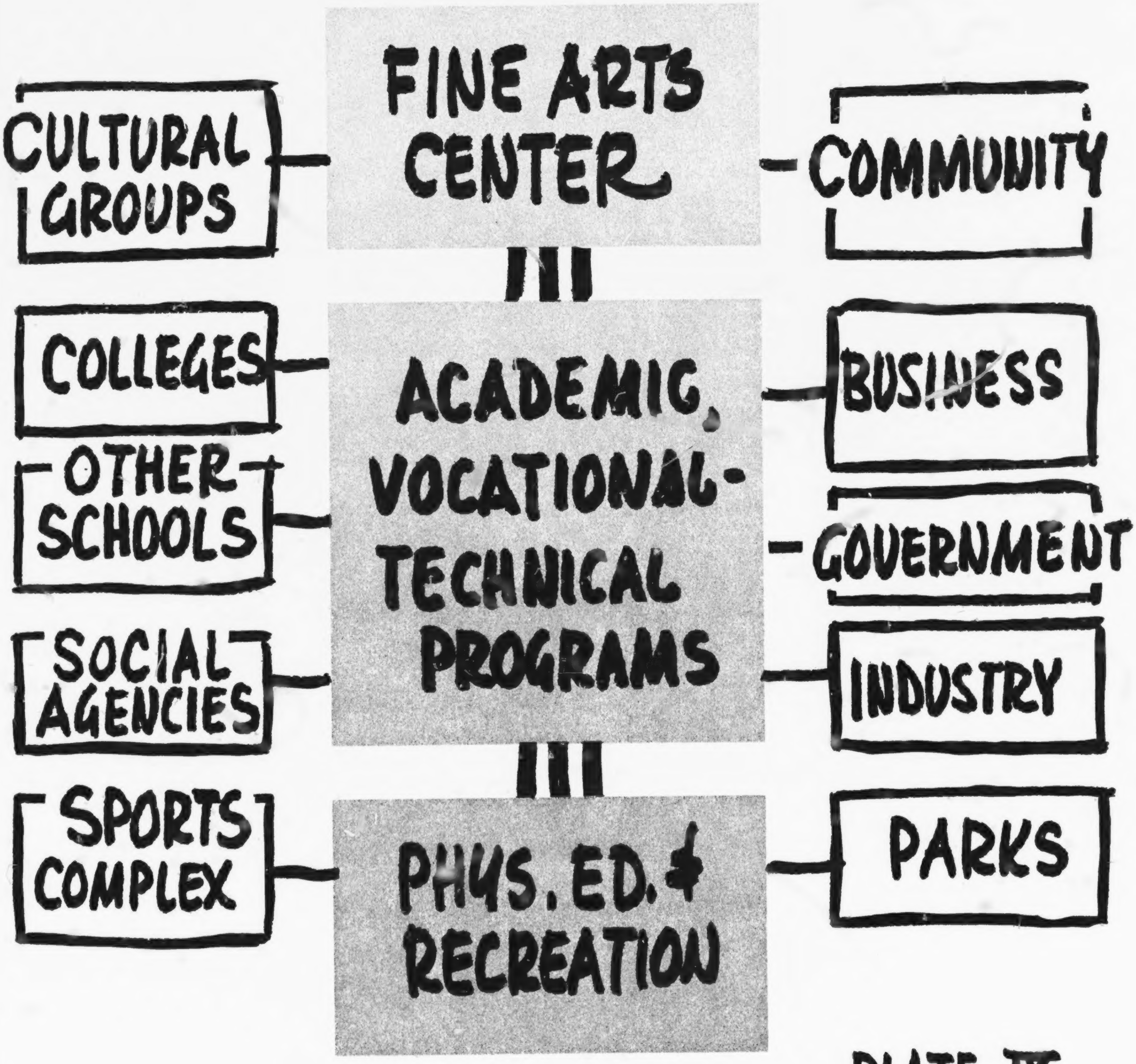

FINE ARTS CENTER
CULTURAL GROUPS
COMMUNITY
COLLEGES
ACADEMIC, VOCATIONAL-TECHNICAL PROGRAMS
BUSINESS
OTHER SCHOOLS
GOVERNMENT
SOCIAL AGENCIES
INDUSTRY
SPORTS COMPLEX
PHYS. ED. & RECREATION
PARKS

PLATE IX

conceived and initiated in terms of the purposes as developed. Time is a most precious commodity at the moment, yet despite the urgency of the situation, care must be taken to adequately and realistically plan all programs for the cultural-educational cluster.

Clientele - - -

As has been alluded to in prior pages of this report, the users of the cultural-educational cluster should be of every age, economic level, race, ability, religion and social strata to be found in the City of Chicago.

One of the prime purposes for creating the proposed cluster is to provide the opportunity and the basis for successful integrative experiences. This implies a controlled situation with a definite cross-racial, cross-cultural and diverse economic composition of the clientele. In keeping with the educational demands on the cultural-educational cluster, the recommended cluster includes pre-school centers (schomes) as well as magnet schools, middle schools, and high schools. The close relationship to university centers and junior colleges further expands the range of interested participants. Adult education opportunities are an important factor of the plan. On-going relationships with medical and other social agencies further broaden the scope of the cluster as do the close ties with business and industry. The "zero reject" concept, towards students, is possible only when teacher retraining in human relations, adequate resources and programs are made available to meet the varied demands of all citizens. "Zero reject" connotes the individualization of educational programs for every client with a profusion of support services and personnel.

Specialists to perform an array of tasks in the area of human development are crucial to the success of the plan. While many of these people can be supplied by other agencies, many will have to be especially trained and carefully selected for the task and will reflect a new and totally different type of educator.

The clients of the cultural-educational clusters will include full time enrollees as well as short term and/or part time students. Provision must be available for learners to be involved in a shared time basis as well as for short term (i.e., 1 week to 1 year) special interest curricula. The participation of non-public school adherents is of prime importance to the success of the cluster. Not only do the non-public school students bring a variety of experiences to the cluster, they help provide the diversity of clientele and orientation needed to reflect the cross-cultural nature of the plan. In return, the non-public school students receive the benefit of a broadened base of educational resources.

Adult involvement and participation is a salient point of the cluster. Not only must adults provide the leadership and support activities needed, they should also partake of the many and varied services available to them in the cultural-educational center. Training and re-training programs, cultural and leisure time activities, academic and intellectual pursuits, and recreational schemes are all a part of the cluster. The total involvement of entire families is a hoped for outcome combining "park" and "community school" concepts.

Size and Dispersal (The Cluster)- - -

To project exactly the physical or numerical size of each cultural-educational cluster is impossible, at this time, since a great number of differing variables will influence the final determination of each cluster.

Because of the logistics involved in transporting, scheduling, and programming, many thousands of students at one site, and because of the difficulty involved in acquiring the large sites needed to accommodate tens of thousands of clients, the consultants developed the cultural-educational cluster idea. By utilizing a variety of sites, coordinated with one another through use of electronic equipment, television contact, and local sub systems of transportation; the consultants feel that all of the advantages of a large comprehensive unit can be retained while at the same time providing manageable concentrations of facilities, staff and personnel.

In the configuration as hypothesized in Plate VII - the largest number of students concentrated on a single site would be approximately 7,500 (excluding primary, middle, and parochial schools forming the total cluster) while in Plate VIII a maximum of approximately 8,500 is projected. This is far from the total of 20,000 or more forecast in various emerging plans. However, the consultants believe that the number of persons serviced in the totality of the recommended cultural-educational cluster (or campus) could approach 20 to 25 thousand, and the total land area involved (including air rights, parks, etc.) could become very large. The plan visualizes a cluster that is closely knit and interdependent in terms of resources, personnel, and facilties. The "internal-decentralization" concept inherent in the plan allows for greater ease in management, in recognition of the individual, and for ease of modification or change.

The electronic and technical sophistication already available to the schools of Chicago is sufficient to closely link any configuration of school facilities that may be devised.

It is questionable whether the congestion and combination of four year olds with 18 year olds on one small site will encourage a better system of education. It is predictable, however, that certain 12, 14, and 18 year old students can profit from exposure to 4, 5, and 6 year old children and can be of great assistance to the education of these younger students. This type of interchange can profitably occur in the cluster as projected. A shuttle type of transportation device could easily move smaller groups between facilities separated by a few blocks or as much as two or three miles without requiring long periods of restriction to a crowded bus.

The question then becomes one of deciding on what type of facility is needed and how large it should be to remain within the limits of manageable size. The sub-units can be linked in various combinations to produce a cluster of almost any size.

Implicit in this discussion is the fact that the total cluster must be considered as a single "sub system" made up of component parts and that planning, programming, and coordination is accomplished under the direction of one educational leader. Preferably, this educational leader and other staff members will be joint appointments by the school district and the partner college or university.

Another restriction that becomes important to a consideration of size is one of geography. Certainly, some limitations of distance must be given in the final determination of the area to be serviced by the proposed cluster. Although the consultants agree that city-wide and metropolitan involvement and participation is necessary and desirable, logistics require that local area needs are also important and must be considered. A combination in percentage of participation between local service areas and city and metropolitan areas is suggested. This combination should be based on available programs, ease of transportation, special facilities projected, diversification of population required, resources available and finally the number of such clusters anticipated. The number and location of the cultural-educational clusters will help determine the local and regional service areas for each and will assist in the final determination of size.

Number and Location - - -

Two basic issues facing the Chicago Public Schools are - how many cultural-educational clusters are needed and where should they be located?

It is neither fiscally feasible nor educationally desirable to simultaneously abandon the existing educational plant. To do so in Chicago would cost well over two billion dollars. The consultants view the Chicago metropolitan area as a single coordinated cultural-educational grid system. The educational parks are envisioned as an integral part of the total educational system. For example, the initial cultural-educational clusters must link with existing school buildings and should assist in partially reducing the existing tremendous backlog of overaged, obsolete, and overcrowded educational facilities, located throughout the city.

The recommended long-range plan, now being developed by the consulting team, will seek to integrate existing adequate facilities into the plan. In keeping with the aims of the long-range plan, the consultants recommend that the proposed cultural-educational clusters also seek to utilize maximum numbers of existing facilities and seek to resolve pressing problems of space as well as introduce needed program changes into the bloodstream of the school district.

Present projections indicate a significant shortage of elementary and secondary pupil stations by 1975.

In addition, there are presently in use 97 elementary units and 6 high school buildings constructed all or in part, prior to 1897. Buildings erected between 1897 and 1916 include 115 elementary and 16 high school units. Virtually all of these buildings should be phased out over the next decade.

Because such a dramatic restructuring of the Chicago School System is exceedingly difficult as an immediate step - an immediate or short range proposal is presented. This short range proposal should contribute to the achievement of the long range goals.

The consultants recommend immediate action on the planning of several of Chicago's first cultural-educational clusters. These first units should be viewed as prototype cultural-educational clusters to be utilized in the further development and refinement of future plans. The planning, building and operation of these first units should proceed immediately with the greatest possible incorporation of existing agencies into the over-all planning and design. Potential locations for these first clusters are illustrated on the following plate. Other potential sites need to be added.

POTENTIAL LOCATIONS FOR CULTURAL-EDUCATIONAL CLUSTERS

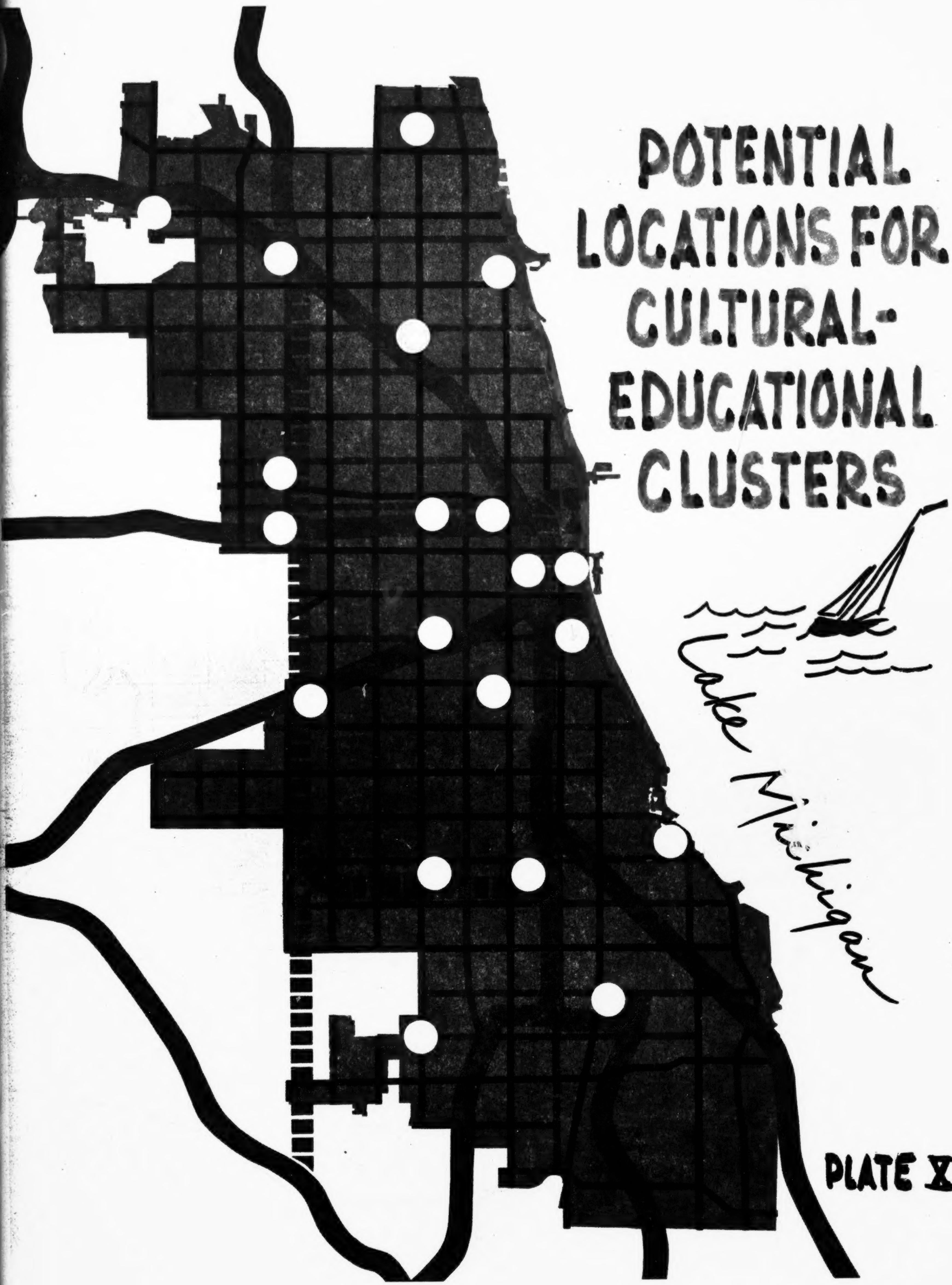

Lake Michigan

PLATE X

The consultants recommend the immediate development of at least three cultural-educational centers. These should be located so as to serve each of the new three areas of the school district, to serve a heterogeneous population and should be planned to resolve as many of the existing building shortages as is possible.

Plate V illustrated the corridors of high accessibility in Chicago. Transportation and accessibility are of crucial importance in locating future cultural-educational clusters. Plate X suggests a number of potential locations for cultural-educational clusters.

It is also recommended that plans be initiated to investigate the possibility of lakefront land reclamation and that multi-use potential of the lake be studied to determine the economic feasibility of such developments.

The addition of other cultural-educational clusters will need to be planned as a reflection of the long-range plan. The number of units to be considered will be more easily predictable upon completion of the long-range facilities plan for Chicago. It is important, however, that the planning and building of new facilities for Chicago be consistent with the emerging long-range plan and that the planning principles developed therein be followed in order to insure maximum return on each educational dollar invested. This is especially crucial because of the tremendous educational needs and the limited financial resources presently available to the Chicago Board of Education.

Fiscal Implications - One Example - - -

In discussing the financial implications of the creation of the cultural-educational clusters, certain assumptions must be made. For purposes of developing one sample costing plan, the consultants assume:

1. Completely new facilities are needed (in this example.)
2. Land costs at present rate for cleared land.
3. Complete cooperation of other city agencies.
4. Projected enrollments; (not on one site.)

a) Pre-school and Primary of	7,000
b) Middle School of	5,000
c) High School of	6,000
Total-	18,000

5. General Fund costs of at least the level of suburban areas.
6. Adequate square foot/pupil requirements of:
    - a) 70 sq. ft. per primary school pupil
    - b) 100 sq. ft. per middle school pupil
    - c) 130 sq. ft. per high school pupil
    - d) 10 sq. ft. per pupil for cultural and special facilities.

Total square feet needs can be projected as:

1. Pre-primary and Primary	490,000 sq. ft.
2. Middle School	500,000 sq. ft.
3. High School	780,000 sq. ft.
4. Special and Cultural	180,000 sq. ft.
Total -	1,950,000

Based upon present construction costs of approximately $20.00 per square foot and correcting for probable future construction cost increases, a preliminary estimate of costs would be:

1.	Construction at $22.00 per sq. ft.	$ 42,900,000
2.	Contingencies (5%)	2,145,000
3.	Fees (10%)	4,290,000
4.	Equipment (15%)	6,435,000
	Buildings and Equipment	$ 55,770,000

In addition, the acquisition of suitable site would require an expenditure of approximately $7,500,000. The estimated grand total expenditure could be as high as $63,270,000 for a completed cultural-educational cluster to serve 18,000 clients. Detailed cost estimates should be developed by board of education planners and the selected architects. Actual costs may be significantly reduced in those areas where existing modern educational facilities may be incorporated into a cultural-educational cluster. It should be noted that these large cost figures ($63,270,000) are not significantly higher than building a large number of small schools, acquiring numerous sites, and providing comparable educational services.

In projecting the optimum number of cultural-educational complexes, the financial implications are tremendous. Should a middle range goal (5 to 20 years) of six complexes become realistic, the financial outlay could become approximately $380,000,000.

To serve the entire projected student population of Chicago with cultural-educational clusters would require approximately 33 such complexes at a total expenditure of well over two billion dollars. Such a plan would also require the abandonment of large numbers of existing educational facilities.

The planning, construction, and operation of a number of cultural-educational clusters (C-E-C's) for Chicago. This "Chicago Plan" is different from any educational parks now in existence or currently being planned throughout the United States. The cultural-educational clusters should be developed as an integral part of the total educational system.

Each C-E-C needs to be unique and to feature diversity from other complexes: diversity in size, function, programs, physical appearance, and clientele. All C-E-C's should have, however, certain commonalities. For example, each C-E-C should:

1) Be experimental in curriculum and programming and should diffuse tested curriculum and human relations knowledge and skills to the total educational system.

2) Be operationally "linked" with local colleges and universities.

3) Provide "models" of successful integration of diverse racial, religious, ethnic, and economic groups.

4) Develop, define and feature "quality" education for the Chicago metropolitan area.

5) Contribute to the "re-cycling" and conservation of the total city and its sub-areas.

6) Be internally decentralized - the "little school" or the "school-within-a-school" concept.

7) Be externally decentralized - operated and administered by a sub-area of the city.

8) Feature beauty and human qualities.

9) Reach and link with the cultural-educational-recreational-social resources of an area.

10) Contribute to achieving a coordinated metropolitan and city grid system or plan leading to major improvements in the "Quality of Life" for all Chicago's citizens.

The planning of the cultural-educational cluster represents a bold new venture for all metropolitan areas. In order to insure careful investment of each tax dollar - time, creative human resources, and quality planning must be provided. A "phasing" program is recommended with appropriate testing, evaluation, and revisions built into the planning and operational process. We recommend the following sequential steps:

STEP	PROJECT	COMMENT
I	Planning, Construction, and Operational Development of Prototype C-E-Cs.	Construction may be done in phases
Review, evaluation.		
II	Planning, Construction and Operational Development of a C-E-C for each of the three major areas of the city.	Construction should be done in phases.
Review, evaluation.		
III	Planning, Construction and Operational Development of Additional C-E-Cs as recommended by "Long Range Plan".	Long range plan to be completed in June, 1968.
Review, evaluation.		
IV	Continuous "Area" Review and Planning	Involving representative citizen groups.

One additional word of caution - to plan and create such clusters is one thing and to operate them successfully is another. It would be very foolish for the public schools of Chicago to build such fine facilities and then attempt to operate them at the current level of expenditure. The type of educational program and support activity needed and projected will require far greater resources than presently available to the Chicago schools. Massive investments of local, state and federal support for school operation will have to be made available in order to successfully mount an attack on the problems facing urban education today. To expect the central city, with its multiplicity of problems, tax "overburden", backlog of unmet needs, and demands for costly program for large numbers of economically disadvantaged children and youth, to provide adequate educational programs at less than half the cost of some surrounding suburbs is sheer folly and certainly does nothing to create equal educational opportunity for all children. The level of per pupil expenditure for central city children must be dramatically raised in order for any meaningful program of education to be successful.

The massive, social, economic, and educational problems facing Chicago cannot be simply solved by any wonder drug called The Educational Park. For example, a "Metro" plan is required as an integral part of any long range solution. The recommended "Chicago Plan" can, however, serve as a triggering device to initiate the dramatic changes needed to arrest, reverse and mitigate the forces of do-nothing, decay and despair. Chicago has had a proud history of courage, foresight and wisdom in facing previous major problems. Our basic recommendation has been better stated by an earlier Chicagoan, Daniel Burnham - "Make No Small Plans."

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